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## NAVAL POSTGRADUATE SCHOOL

Monterey, California



### THESIS

INSPECTION OF U.S. FLAG VESSELS IN FOREIGN COUNTRIES: AN APPLICATION OF COST EFFECTIVENESS ANALYSIS

by

Mark E. Ashley

Allen L. Thompson, Jr.

December 1983

Thesis Advisor:

Earl R. Brubaker

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This thesis begins with a review of the Coast Guard's Commercial Vessel Safety program.



#### BLOCK 20. ABSTRACT (Continued)

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Inspection of U. S. Flag Vessels in Foreign Countries: An Application of Cost Effectiveness Analysis

bу

Mark E. Ashley
Lieutenant, United"States Coast Guard
B.S., The United States Coast Guard Academy, 1974

and

Allen L. Thompson, Jr.
Lieutenant, United States Coast Guard
B.S., The United States Coast Guard Academy, 1974

Submitted in partial fulfillment of the requirements for the degree of

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from the

NAVAL POSTGRADUATE SCHOOL December 1983 1 / 1965

#### ABSTRACT

During the 1970's, the Coast Guard opened several overseas offices to carry out the increasing Commercial Vessel Safety activities occurring chiefly in Europe and the Far East. These offices were closed in April of 1982, to reduce operating expenses in response to political pressure and administrative initiatives to cut the federal budget. Overseas Commercial Vessel Safety activities are currently performed by U.S. based personnel travelling on temporary additional duty orders.

This thesis begins with a review of the Coast Guard's Commercial Vessel Safety program. Procedures involving cost effectiveness analysis are reviewed and applied in an analysis of whether or not the overseas offices should be reopened. The analysis is intended to provide information to internal program managers that is useful in the decision making process.



#### TABLE OF CONTENTS

I.	INTRODUCTION	7
	A. PURPOSE AND METHODOLOGY	7
	B. DESCRIPTION OF COAST GUARD COMMERCIAL VESSEL SAFETY PROGRAM	12
	C. OTHER PARTY INTERESTS	20
II.	COST EFFECTIVENESS ANALYSIS PROCEDURES	28
	A. INTRODUCTION	23
	B. PROBLEM DEFINITION	30
	C. LISTING CF ALTERNATIVES	32
	D. CRITERIA OF CHOICE	34
	E. DETERMINATION OF COSTS	37
	F. DETERMINATION OF BENEFITS	40
	G. COMPARISION OF ALTERNATIVES	44
	H. PROBLEMS AND CONCLUSIONS	49
III.	DESCRIPTION OF THE PROBLEM, DESIGNATION OF ALTERNATIVES AND CRITERION	54
	A. INTRODUCTION	54
	B. PROBLEM SPECIFICATION	59
	C. THE ALTERNATIVES	62
	D. CRITERION	64
IV.	DESCRIPTION AND MEASUREMENT OF COSTS	65
	A. INTRODUCTION	65
	B. CLASSIFICATION OF COSTS	68
	C. DETERMINATION OF COSTS OF THE ALTERNATIVES	78



V.	DES	SCRIPTI	ON AND	MEASUR	REMENT	CF EF	FECTIVE	ENESS		3.4
	Α.	THE EF	FECTIV	ENESS M	IODEL				• • • • •	37
	В.						NESS OF			98
VI.	PRO	OGRAM A	SSESSM	ENT	• • • • •					100
	Α.	APPLIC	CATION	OF SPSS				• • • •	• • • • •	100
	В.	SOURCE	S AND	DESCRIP	TION	OF DAT	Α			100
	С.	EVALUA	TION C	F DATA						103
VII.	EVE	LUATIO	N OF A	LTERNAT	IVES					117
	4	EVALUA	TION C	F QUANT	'IF1ED	FACTO	RS			117
	В.	ASSESS	MENT C	F MONQU	ANTIF	IED FA	CTORS .			121
	С.	PENDIN	G LEGI	SLATICH						126
	D.	RECOMM	ENDATI	ONS						127
APPE1 PROGE	IDIX RAM	( A: C	CCST AN	MANHO	UR DA	CAA AND	COMPUT	EP		130
				VENESS			MPUTER		• • • • •	157
APPEN	IDIX	( C: C	CMPUTE	R TABLE	S AND	LISTI	NGS			169
APPE	IDIX	CD: D	ATA VA	LIDATIO	N COM	PUTER	PROGRAM			202
LIST	OF	REFERE	MCES .							205
INITI	IAL	DISTRI	BUTION	LIST .						208



#### I. INTRODUCTION

This chapter begins with a brief summary of the purpose of this analysis and the methodology employed. The second section looks at the program history, objectives and various concerns that have emerged over the past decade with special emphasis on those dealing with overseas inspection. The third part of this chapter discusses the other major parties the Coast Guard interacts with in carrying out its Commercial Vessel Safety responsibilities and concentrates on some key interests of these parties.

#### A. PURPOSE AND METHODOLOGY

It is the purpose of this thesis to provide information and analysis which may be useful to Commercial Vessel Safety (CVS) program planners and managers regarding the inspection of U.S. flag vessels in foreign countries. The Coast Guard has historically been engaged in the enforcement of laws and regulations pertaining to maritime safety. Jurisdictional authority over U.S. flag merchant vessels is generally not constrained by the geographical area in which a vessel operates. Several overseas inspection offices were opened during the past decade in response to increasing overseas activities on the part of the U.S. fleet. Substantial participation in the offshore petroleum industry and



increased competition from foreign shipyards have greatly influenced this trend.

Closure of the CVS facilities located in Europe and the Far East in April of 1982 affected the method of conducting operations in those areas. The closures were essentially carried out as a means to expeditiously reduce operating expenses during a period of political pressure and administrative initiatives to cut the federal budget. We have been unable to find a formal analysis conducted at the time of the closures concerning changes in the comparative cost and effectiveness of inspections.

Two basic alternatives are compared in this analysis. Other possible alternatives are identified. The first alternative involves the continuation of present operations wherein all overseas activities are carried out by U.S. based personnel, travelling under temporary additional duty orders (TAD). The second alternative involves reopening the same facilities which were closed in 1982. Due to workload and the number of foreign based personnel, a major participation of U.S. based personnel remains necessary under this alternative. Under each alternative, a constant level of program personnel is assumed. A rather unique aspect of this analysis is that both alternatives have been in operation in the recent past. For this reason, actual cost and effectiveness data have been collected and compared. This



empirical orientation provides for a compelling evaluation of on-going programs.

Several factors related to effectiveness are identified. These factors include: vessel inspection quality, the availability of personnel travelling overseas, inspection consistency and cohesiveness, logistics and morale. Conceptually, the closures have raised the possibility of several problems in these areas. Of the factors identified, vessel inspection quality is considered to be more directly related to the attainment of safety of life and property goals. The effectiveness model is therefore focused on the collection of quantifiable data that is considered relevant to the measurement of inspection quality. Data samples were obtained from inspection records on file at Marine Inspection Office, New York and Marine Safety Office, Honolulu. Unequal amounts of both cost and effectiveness are anticipated for each of the alternatives. The criterion applied therefore involves minimization of the ratio of cost to effectiveness measures.

Costs that are incurred by the Coast Guard and attributable to overseas CVS activities are considered relevant to this analysis. These costs are classified under five categories: (1) overseas office operating costs, (2) incremental personnel moving costs, (3) incremental living allowances, (4) lost time to travel costs and (5) billing lag time costs. Travel and billing costs are attributable to



alternative one, the present operating mode. Costs are incurred in all five categories under the second alternative.

Data concerning overseas office operating costs were obtained from internal Coast Guard accounting reports. Figures include expenses incurred in the rental, utilities, supply and maintenance of overseas facilities. Estimates of incremental moving expenses for an overseas billet are computed as the difference between the average OUTCONUS recurring cost per billet and the average INCONUS recurring These figures were obtained from 1982 Standard Personnel Cost data. Incremental living expenses include a living (COLA) and housing (HOLA) allowance paid to overseas personnel in excess of the amount paid to personnel stationed within the Continental U.S. Average per person figures used in estimating these expenses are based on actual fiscal year 1982 cost data compiled by the planning and evaluation staff under the Office of Personnel at Coast Guard headquarters. Lost time to travel costs are computed in a formula in which the sum of travel manhours, converted to manyears, is multiplied by an annual standard personnel cost for a particular rank. Data concerning TAD manhours attributed to travel are contained in the travel claims submitted by inspectors. Standard personnel costs are listed annually in Commandant Notice 7100. Billing lag time costs are computed in a formula used to estimate the cost of money that is



imputed as a result of normal administrative delays in billing customers for overseas services. A delay is defined as the number of days between the date of departure on overseas duty and the date a vessel's owner or operator pays the bill for reimbursement of travel and subsistence expenses.

The remaining sections of this chapter provide general information concerning the Coast Guard Commercial Vessel Safety program. A discussion of the literature concerning cost effectiveness analysis procedures is contained in the following chapter. Readers knowledgeable in these areas may proceed to chapter three where the formal analysis undertaken in this thesis is initiated. In addition to the formal analysis of quantified cost and effectiveness factors, a discussion concerning the significance of other nonquantified factors is included. A conclusion to continue present operations is made, in chapter seven based on the evaluation of cost-effectiveness ratios for each alternative that are arranged in a quarterly format. Several recommendations are offered, based on information gained through the analysis and the assessment of the other performance factors.



B. DESCRIPTION OF COAST GUARD COMMERCIAL VESSEL SAFETY
PROGRAM

#### 1. Program History

#### a. General Program

The Commercial Vessel Safety program, hereafter called CVS, is the major component of the Coast Guard marine safety mission which is the largest of the Service's regulatory functions. The CVS program drew its first breath in the early 1800's as a result of a series of boiler explosions with subsequent loss of life. This led to the enactment of the first CVS law providing for periodic inspection of the hull and boilers of steam vessels.

The early CVS or inspection laws were administered under the Treasury Department, then the Department of Commerce and subsequently transferred with the Bureau of Marine Inspection and Navigation to the U.S. Coast Guard. A 1962 U.S. Coast Guard Roles and Mission Study recommended that a single Federal Agency be designated as the prime agent for maritime safety in the United States. This recommendation was approved and the Coast Guard has performed in that capacity since.

The coverage and intensity of the CVS program has increased drastically over the years as a result of major ship disasters, public concern for maritime safety and environmental protection, and maritime safety matters being included in international agreements. Congress responded to



this concern by enacting numerous statutes to ensure the safety of U.S. vessels, their crews and passengers. This legislation, coupled with international agreements which were ratified into law, greatly enhances the size and complexity of the CVS program. Incorporating safety matters into international agreement carries the added benefit for U.S. Commerce in that U.S. Flag Carriers are not disadvantaged by foreign competition adhering to lower safety standards. The CVS program is responsible for assuring the safety of life, property and the environment in and on waters subject to U.S. jurisdiction. The operating budget for carrying out the CVS functions as noted by the Coast Guard's Roles and Missions Study of 1982 totalled \$79.2 million in fiscal year 1982 or 5.7% of the Coast Guard budget.

Most of the CVS laws mandate that an activity be performed but in most cases leave the level of performance to the Coast Guard to establish. The specific level of performance is contained in the annual Coast Guard's Operating Plan. The development and enforcement of safety standards form the benchmark for the level of Coast Guard performance. The Coast Guard's Marine Inspection Offices (MIO's), Marine Safety Offices (MSO's) and their designated subunits are the operating units which enforce the laws and regulations. In 1980, there were 43 Marine Safety Offices, 6



Marine Inspection Offices and 3 overseas marine inspection activities.

#### b. Cverseas Program

The approval of a vessel's plans and initial inspections are the primary tools used by the Coast Guard for enforcing safety standards. Not performing plan review and initial inspection would place the burden of exposing any inherent unacceptable safety compremise due to design, improper material construction or equipment installation on the periodic in-service inspection or on failure in operation. Such a system most likely would result in catastrophe or at least involve substantial remedial costs. This concept is of vital importance in the context of Commercial Vessel Safety and should be pursued whether the construction of U.S. vessels is undertaken at home or abroad. Rear Admiral Clyde T. Lusk, current Chief, Office of Merchant Marine Safety, indicated his views during a personal interview in July of this year, by stating: "U.S. Flag Vessels under construction in foreign shippards should receive the same attention given to those vessels built in the United States."

Beginning in the 1970's the Coast Guard began permanently assigning personnel in certain overseas locations to carrry out Commercial Vessel Safety activities. Offices were established in Guam, Kobe, Japan, Singapore and Rotterdam, Netherlands. These offices cover new construction



conversions and periodic inspections in Europe, Africa, the Middle East and the Far East. The overseas program generally consisted of marine safety personnel attached to the U.S. Embassies in the particular areas with the exception of some brief temporary additional duty (TAD) inspectors responding to an increase in overseas workload.

In April, 1982, as a result of significant budgetary restraints, the overseas offices in the Netherlands, Japan, Singapore and Guam were closed.

"Closure of these offices were effected during FY 1982 in order to realize personnel and dollar savings. The intent in closing these overseas offices was not for the purpose of giving up our overseas inspection program, but rather to markedly change the way we do it." (Commercial Vessel Safety Operating Plan, FY 85+94, U.S.C.G.)

Public Law 96-376 also played a significant role in the decision to close the foreign offices. Public Law 96-376 granted the Coast Guard statutory authority to require owners to reimburse the Coast Guard for travel and subsistence expenses incurred for overseas inspections and examinations.

The workload and area of responsibility of the closed offices were transferred as follows:

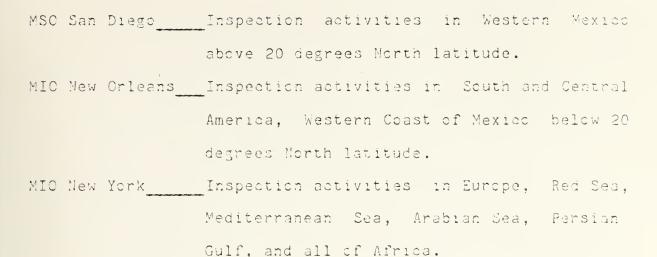
MSO Honolulu Inspection activities in the Far East,

Pacific Basin, Indian Ocean as far as

the Arabian Sea.

MIO Seattle Inspection activities in Western Canada.





MSC Boston Inspection activities in Eastern Canada.

(Federal Register/V0147,N055/Monday, March 22,1982)

There still remains a heavy demand for CVS services in the foreign arena. Several factors account for this demand. The continuing search for increased sources of petroleum and the discovery of the North Sea fields has produced a sizeable U.S. maritime presence based overseas. These vessels are not returning to the U.S. for required safety inspections. Another factor involves the keen competitive structure of the foreign shippards in relationship to U.S. shippards for similar construction and/or repairs.

# 2. Program Objective

Marine Safety is one mission of the Coast Guard. The intent of this mission has been to benefit society as a whole, even though there are some benefits which accrue specificially to the owners, operators and crews of the vessels. The mission has historically been funded in the



form of general tax revenues. CVS is a program within that mission and vessel inspection is a function of that program.

The objective of the Commercial Vessel Safety program as outlined by the Coast Guard in testimony in 1981 before the Subcommittee on Coast Guard and Navigation, U.S. House of Representatives, is stated as: "the prevention of deaths, personal injuries, and property loss associated with vessels and other facilities engaged in commercial or scientific activity in the marine environment."

The objective is pursued, as noted in the 1982 Coast Guard's Roles and Mission Study, through the administration of the following functions:

- a) Review and approve new vessel construction plans to ensure that the vessel is of seaworthy design and in keeping with Federal construction standards;
- b) Periodically inspect vessels to ensure that they are being maintained and repaired properly, carry proper lifesaving equipment and in general remain seaworthy;
- c) License and certificate the personnel that operate U.S. vessels to ensure that they are competent, trained, and physically qualified to serve at sea;
- d) Investigate marine casualties to establish the cause of the casualty, recommend remedial procedures to limit their reoccurence, and, if necessary recommend punitive action against personnel in violation of U.S. maritime law; and,



e) Admeasure and document U.S. vessels to facilitate their use in international trade and provide evidence of ownership for identification and financial relationships.

## 3. Problems and Concerns with the Program

Several studies were undertaken in the late 1970's as a result of:

- a) Several major marine casualties resulting in loss of life and property and environmental damage in or near U.S. waters,
- b) Greater concern voiced by the public for ecological and cost consideration,
- c) Greater Congressional interest in the effectiveness of Coast Guard resources allocation.

A study which drew a significant reaction from the Coast Guard and the maritime industry was the General Accounting Office Report titled "How Effective is the Coast Guard in Carrying Out Its Commercial Vessel Safety Responsibilities?" dated May 25, 1979. The study indicated that the Coast Guard should make improvements in the following areas of the CVS program:

- 1. Expand in-house training, establish standards for qualifying inspectors, establish an inspection job classification, and extend the inspectors' tour of duty.
- 2. Reexamine the possibility of transferring some aspects of the U.S. vessel inspection program to the American Bureau of Shipping.



- 3. Provide comprehensive direction for boardings and examinations, improve follow-up on tankship safety deficiencies, expedite the development of the Marine Safety Information System, adopt an aggressive penalty policy, and emphasize the boarding and examination of uninspected U.S. Commercial vessels.
- 4. Require a demonstration of competency for issuance or renewal of marine industry personnel licences, establish medical standards for determining the physical fitness of maritime personnel, seek jurisdiction over state pilots and abolish the shipping commissioner functions.
- 5. Study the staffing needed to carry out activities in the Coast Guard's commercial and international safety activities.

The Coast Guard rejected several broad indictments but was in substantial agreement with the study's basic tenets. The idea of delegation of services continues to be an issue concerning inspection functions of the CVS program. "The most prominent question which emerged during the Subcommittee's Oversight hearing was whether or not some of the functions now being performed by the Coast Guard can be undertaken with equal competence and at less cost to the Federal Government by classification societies such as the American Bureau of Shipping or similar U.S. organizations."



(Subcommittee on Coast Guard and Navigation, U.S. House of Representatives, November 1981)

A particular benefit of a non-governmental agency is that costs will be borne by the private sectors. Another strength is that inspections now performed by non-governmental entities will not be duplicated by Federal inspections except on a spot-check basis.

A weakness of involving a non-governmental agency in the enforcement of laws and regulation is the potential for conflict of interests. Another weakness is the lack of enforcement authority of non-governmental organizations and the lack of control by the Federal agency which is ultimately responsible for enforcement.

Studies and Congressional hearings similar to the cnes named, especially during times of strongly perceived budgetary constraints, and initiatives to minimize regulatory impact will continue to require critical review of traditional legislatively mandated CVS functions.

### C. OTHER PARTY INTERESTS

There are many organizations in both the Federal and private sectors that have an impact on the U.S. maritime industry and in particular the Commercial Vessel Safety program. These organizations and the Coast Guard interact over a wide range of functions. This interaction influences all sectors of the industry such as the financial



institutions which provide capital for ship construction; the marine insurance industry, classification societies, cargo bureaus, standard setting organizations which provide a basis for quality control; the maritime training and education establishment and the great variety of businesses which build, maintain, supply and operate vessels.

This section will describe briefly several organizations that have a more pervasive impact.

# 1. The American Bureau of Shipping

The American Bureau of Shipping (ABS) was created in 1,862 by the New York Legislature as a non-profit, international ship classification society. ABS has a primary function of certifying the soundness and seaworthiness of merchant ships and other marine structures. ABS is entirely supported by the fees charged to shipowners who request classification services. Just as the Coast Guard sets vessel safety standards to meet national safety objectives, ABS sets standards, known as rules for the purpose of placing a vessel in class, principally for gauging its insurability.

As of June 1983, there were 15,580 vessels totalling approximately 191,076,014 deadweight tons under classification by ABS. The society is represented in 94 countries with a work force of 1655 exclusive employees, in 140 exclusive offices worldwide. An exclusive employee is one who works full time for the organization.



A strong driving force has emerged in the past several years for transferring or delegating some functions of the CVS program to ABS. This force led to the passage of Public Law 97-136 which provides authority for the Coast Guard to delegate vessel inspection or examination duties to the American Bureau of Shipping or similar American Classification Society to the maximum extent practicable. It should be noted that ABS is the only American classification society currently chartered in the United States. This law further provides specific authority for the Coast Guard to utilize ABS or a similar American classification society for review and approval of vessel hull, machinery, piping and electrical plans.

Discussion between ABS and the Coast Guard resulted in a Memorandum of Understanding (MOU) dated June 9, 1981, which addressed the basic guidelines for cooperation, plan review and inspection of vessels under construction which are to be classed by ABS and certified by the Coast Guard. This MOU, which is referred to as MOU I, was relatively limited in scope but served as a useful tool for further discussions and agreements resulting in a second MOU (MOU II).

MOU II, dated 27 April 1982, superseded and expanded upon MOU I by providing for further areas of plan review and Coast Guard acceptance of inspection tasks associated with construction of new vessels and major conversions built to ABS classification rules and certified by the Coast Guard.



MOU II also provided instruction to the industry on plan submittal procedures, areas of responsibility between ABS and the Coast Guard and provisions for Coast Guard oversight and general administration.

The Coast Guard initially projected a 15.5% reduction in new construction workload resulting from the MOUs. It is felt that a reduction occurred but not of the magnitude initially projected. At present, the actual effectiveness of the delegation of services to ABS has not been evaluated as noted in the required Annual Report to Congress concerning such delegation.

"Since implementation of Mou I (1 August 1981) and MOU II (June 1983), 663 vessels have dome under the term of the agreements. During this period 422 vessels were completed under one of the MOUs. A comparison of Coast Guard man-hours devoted to vessels doming under plan review and inspection guidelines of the MOUs and those entirely under Coast Guard inspection presently does not provide meaningful information. Efforts will be made to track manhours and the impact of the MOUs on Coast Guard technical and inspection resources and costs, and compare them with the certification program involving vessels not classed with ABS. (Annual Report to Congress, G-MP/24, U.S. Coast Guard, June, 1983)

The report also noted that the Coast Guard is moving hesitantly concerning the delegation of other services.

"As to ABS performing vessel inspection and reinspection functions other than at new construction, we considered this to be a very long term option which will require further negotiations and considerable discussion. We currently do not support this additional delegation since the present MOUs have not been fully implemented to the extent possible, nor have we determined the true benefits/ costs of the on-going program. (Annual Report to Congress, G-MP/24, U.S. Coast Guard, June 1983)



### 2. Other Federal Agencies

"Other Federal agencies such as the Maritime Administration (MARAD) and the Occupational Safety and Health Administration (OSHA) also perform inspections and review certain safety aspects for vessels. MARAD has the role of owner/financier/promoter for vessels it subsidizes, while OSHA oversees the work place environment. For many maritime issues, Coast Guard regulations directly affect employee working conditions and thereby preempt OSHA's standards for these same conditions." (Coast Guard Roles and Mission Study, 1982)

MARAD requirements to inspect U.S. flag vessels are related only to compliance with construction constraints involving the construction differential subsidy and the inclusion of national defense design features.

The International Maritime Organization (IMO), formerly named Inter-Government Maritime Consultative Organization, was established in 1958 under the auspices of the United Nations. It has served as a focal point for international deliberation on marine safety since that time. IMO has expanded to 121 member countries from the chartered 21 members.

The Coast Guard has been officially delegated to represent the U.S. interest in IMO since its inception. CVS program personnel participate at all levels of the organization.

# 3. The Maritime Industry

### a. Shipping Companies

The U.S. shipping industry is a very complex industry which consists of many segments, each structured



differently. The privately-owned U.S. fleet is divided according to whether a shipping firm is engaged in international ocean shipping or in lakes, rivers, coastwise or intracoastal domestic shipping. These areas are more commonly referred to as engagement in foreign or domestic trade respectively. U.S. ocean shipping is further divided by mode of operation, namely liners or tramps. Domestic shipping is classed geographically according to the area of operations; Great Lakes, rivers, coastwise, or intracoastal shipping.

A primary concern for the shipping companies is the extent to which the burden of CVS regulation can be passed on to the consumer. In the Maritime Administration Study dated December 1979, cost of compliance with Federal regulations were estimated to be approximately one percent of total construction and operating cost.

There is a distinct difference in the market structure facing the foreign and domestic trade sectors. In the foreign trade, U.S. vessels (documented vessels of the United States) must compete with foreign and U.S. firms operating ships registered in foreign countries and manned by non-U.S. crews. In the domestic trade, only U.S. vessels are allowed to participate. CVS regulation, with its main focus on safety, should not add a crippling cost disadvantage on the U.S. Ocean fleet.



### b. Shipyards

The vigor of U.S. commercial ship building and repair yards rests heavily on the strength of the nation's Merchant Marine and the Government policies on the size of its public fleet (i.e. Navy, Coast Guard, and U.S. Army Corps of Engineers).

"Shipbuilding and repair activities are under extreme and constant pressure from highly competitive foreign shippards, which offer to build vessels at extremely low prices with assurance of support from their governments. Based on this government support, and to ensure their survival during this time of depression, overseas yards are quoting prices on construction of new ships at 20 to 40 percent below actual costs. This places are awesome burden on U.S. shipbuilders competing in a worldwide market." (Critical Issues in Maritime Transportation, 1981)

This pricing strategy has tended to increase the Coast Guard workload in overseas inspections.

"In 1979, two major U.S. ship operators signed letters of intent or contracts with Japanese or Korean shipyards for construction of 24 large containerships at an average cost of about \$33 million each. It is expected that the total cost of these vessels if contracted for in the U.S. yards would have been not \$800 million, but two and one half times-to-three times that amount. During 1979, at least one major U.S. shipyard closed its doors on shipbuilding, leaving a 225,000-ton tanker and a number of other vessels incompleted." (Critical Issues in Maritime Transportation, 1981.)

The particular cases noted above led to the establishment of Marine Inspection Office, Kobe, Japan, in the fall of 1979.

It is projected in the CVS operating program for FY 85-94 that a major shipping bill will pass Congress in the near future. In addition to providing a framework for the



revitalization of the American Merchant Marine, it is likely that this bill will increase the foreign construction of American flag vessels.



## II. COST EFFECTIVENESS ANALYSIS PROCEDURES

#### A. INTRODUCTION

chapter will focus on procedures and tools used area of cost effectiveness analysis. Anyone the ın attempting to conduct a study of this nature should first have a working knowledge of the theory involved so a plan of attack can be devised that will produce valid results that are acceptable to users of the information. "Too often, the tendency is to plunge directly into gathering data and estimating benefits and costs with the hope that it will all fit together at the end. In an undertaking as complex as CBA, this is not a wise course. Much effort is wasted and much remains undone when precise plans do not guide the analysis." (Sassone, Schaffer, 1978) Since our thesis deals with the analysis of a government activity, we will often concentrate on the applications of theory in this area.

# 1. Definitions

Several terms are used in the literature to label analysis of this nature. They include cost benefit analysis, cost effectiveness analysis, economic analysis, performance evaluation, policy analysis and systems analysis. There appears to be wide-spread disagreement among authors and



theorists regarding the definition of these terms and the placement of appropriate theoretical boundaries between them.

"Numerous other terms--operations analysis, operations research, systems engineering, cost utility analysis--might also be used, depending on the context, and, to different people, they might imply some subtle distinction. But they all convey the same general meaning. Moreover, there exist among them no distinctions in principle. Whatever differences may be found are simply matters of degree, emphasis, and context. What is important, therefore, are the characteristics they have in common. These include an effort to make comparisons systematically in quantitative terms, using a logical sequence of steps that can be retracted and verified by others." (Quade, 1967)

In his introduction to <u>Cost-Effectiveness Analysis</u>, author Edward S. Quade defines and analysis as one involving a comparison of alternative courses of action in terms of their cost and their effectiveness in attaining some specific objective. For the sake of consistency, we will continue to use the term cost-effectiveness in referring to this area of analysis.

### 2. Steps

The basic steps involved in a cost-effectiveness analysis include: a definition of the problem at hand and the objective of the analysis, a listing of alternatives, a means or criteria of choice used in evaluating the alternatives, the determination of costs and benefits of each alternative and the evaluation of the alternatives based on the criterion selected. Each of these will be discussed in the following sections of this chapter. These basic steps are normally included in an analysis but the form and content of each may



differ greatly due to the wide range and scope of problems addressed.

### B. PROBLEM DEFINITION

## 1. The First Step

The first major step in undertaking a cost-effectiveness analysis is to define the problem at hand and to state the objective of the analysis. In The Decision Maker's Handbook, author Alexander H. Cornell states that the existence of a bona-fide problem is necessary before a decision (with or without the aid of analysis) can be made.

"Within any system or subsystem structure, a condition must exist that presents a decision maker with the opportunity to make a decision. Additionally, the situation should offer alternative courses of action to resolve the decision situation. Again it is appropriate to repeat an earlier observation: if there is no decision—making situation there can be no decision, no alternatives. ... At the other extreme, it is good to remember that a decision not to make a decision even where a decision situation exists is a decision in itself." (Cornell, 1930)

In many cases, the decision maker or user of the information and the analyst or provider of the information are not the same person. In these situations, the definition of the problem involves communication between the decision maker and the analyst as to what constitutes the problem. "The decision maker's input to the analyst will affect the analyst's output to the decision maker. The better the problem is specified, the more useful will be the final report to the decision maker." (Sassone, Schaffer, 1978)



Following the excerpt, authors Peter G. Sassone and William A. Schaffer then explain that this first step provides direction for the remainder of the analysis. "It is here that the decision maker plays a crucial role, communicating to the analyst precisely what he wishes to be done. It is the analyst's task to record these desires, and elicit whatever information is needed to exactly define the problem. While each project has its own unique features, many aspects of problem definition are common to most, and , although such a listing can never be complete, it forms a basic checklist for both the analyst and the decision maker." (Sassone, Schaffer, 1978)

# 2. Applications

Analysis, as stated in the preceding section, can be applied over a wide range of problem situations. In Analysis for Public Decisions, author Edward S. Quade lists four major applications of analysis pertaining to governmental programs. "Analyses are needed for such tasks as: (1) fairly routine evaluations of ongoing or proposed programs or projects with a view to changing the resource allocation or to improving operations with the same allocation; (2) comparisons of the costs and benefits of proposed programs; (3) the investigation of special issues or problems not associated with proposed or established programs but which someone inside or outside the government brings to notice; and (4) detailed preparation of new programs." (Quade, 1975) This



inherent diversity in applications reinforces the importance of a rather precise problem definition pointed out in the preceding paragraph. This is not to say that once a problem has been defined it cannot be altered, refined or updated at some point during the analysis. The approach taken is often described as an iterative process.

## 3. Assumptions

A final point that relates to the problem definition stage concerns assumptions which are also related to the entire process. In the following excerpts, author Alexander H. Cornell describes the use of assumptions in an analysis.

"Assumptions are not only embodied in the formulation phase, they are necessary throughout the entire analytic study. ... Assumptions are used to limit the scope of a problem or opportunity, and to limit the scope of objectives and alternatives. Care must be exercised in this last application, for unduly restrictive assumptions will rule out some potentially significant objectives or alternatives. ... The best guide is to try to limit assumptions to those areas in which it simply is not possible to obtain facts. This last problem is greatly affected by resources and the time to gather information." (Cornell, 1980)

Cornell also points out that assumptions are inevitable, that they should be reasonable and that they be explicitly identified within the analysis.

### C. LISTING OF ALTERNATIVES

Once the problem has been specified and defined, various alternatives or possible solutions are sought and identified. The number and diversity of alternatives are often influenced



by the nature of the problem, which, according to Sassone and Schaffer, takes one of the following three forms: (1) one project is to be accepted or rejected, (2) one of several projects is to be accepted, (3) several of many projects are to be accepted. The analyst's abilities and available resources also influence the quality and quantity of alternatives.

In <u>Analysis for Public Decisions</u>, Edward S. Quade offers the following comments concerning the search for alternatives.

"The generation of alternatives is, or should be, a creative act. ... Genuinely new alternatives are hard to come by simply because it is very difficult for the human mind to think of things someone has not thought of before. ... The process of searching for alternatives also includes a certain amount of evaluation, for in so doing the grossly inferior ones are implicitly screened out by simple tests for dominance or acceptability. Sometimes these tests are based more on similarity to alternatives found acceptable in the past than on estimates of their actual effectiveness. This is simply a reflection of the fact that similarity is often an efficient screening device. Possibly too much so: it is seldom that a radically unfamiliar alternative will appear useful because the screener, with coordination in mind, will tend to eliminate an alternative that does not appear to fit in with other areas of his organization. The familiar alternatives that change only incrementally have at least that virtue of fitting within the organization." (Quade, 1975)

Alexander H. Cornell identifies several potential sources of alternatives, each having a varying degree of analytic ability. These include someone with intuition, and expert, a group of experts and a committee. Other methods of obtaining alternatives include brainstorming, the Delphi technique and modeling. Even though arguments can be made for or against any of these sources or methods, they may be useful in



obtaining a workable set of alternatives. The number of alternatives should be manageable. This depends on the scope of the problem and the resources available for solving it. There is always the possibility that the theoretically "best" alternative was never uncovered and therefore was not chosen as the solution.

### D. CRITERIA OF CHOICE

During this stage of the analysis, the criterion or decision rule to use in selecting an alternative over others is specified. There are two main levels at which criteria are applied, depending on the scope of the problem. One generally involves social or governmental decisions at the microeconomic level while the other is applied in less far reaching decisions at the organization or sub-organization level.

# 1. Economic Efficiency

The first and more general level involves the concept of economic or allocative efficiency. Economic efficiency exists within an economic system when it is impossible to increase general welfare with a given amount of resources and level of technology. Static efficiency is the term used for economic efficiency within a short time span where resources and technology are fixed. The term dynamic efficiency applies to an extended period of time where resources and technology are allowed to vary. "Economists, one might



think, could simply apply the optimization principle to the economy's present allocation of resources and goods: they could ask themselves whether the marginal benefit of any potential reallocation of resources or goods just equaled the marginal cost. If this marginal benefit did not equal this marginal cost, the present allocation would not be the best one." (Kohler, 1982) Unfortunately, this is not an easy process to undertake.

Economist Vilfredo Pareto was a pioneer in developing the concept of economic efficiency. He established a number of marginal conditions that should be met for a system to achieve economic efficiency. "If a reallocation of resources or goods left some individuals, in their own estimation, equally well off but others better off, social welfare had increased. If some felt equally well off but others worse off, social welfare had decreased. If some were better off and others worse off, the situation could not be evaluated by economic science-unless, that is, the gainers actually compensated the losers to the losers' full satisfaction and were still better off." (Kohler, 1982) Closely related to the Pareto conditions is the Kaldor-Hicks principle. This less stringent indicator of economic efficiency is referred to by author Edward M. Gramlich in Benefit-Cost Analysis of Government Programs. "The Kaldor-Hicks principle is that situation A is preferred to situation



B if the gainers could compensate the losers and still be better off. Notice that the Kaldor-Hicks principle does not require that the gainers actually do compensate the losers and so does not deal with the distributive consequences of policy changes." (Gramlich, 1981) Although the concepts of economic efficiency are theoretically preferred in the evaluation of projects or alternatives affecting general public welfare, practical application is usually difficult. Often a somewhat more specific criterion will be applied.

## 2. Lower level Criteria

The second level of criteria normally is applied in analysis at the organization level and in making decisions concerning programs at the agency level in government. There are three general criteria which are normally used. "The analyst may rank alternatives by one of three general criteria. These criteria conform to the three basic types of cost/benefit relationships: Unequal Cost/Equal Effectiveness, Equal Cost/Unequal Effectiveness, and Unequal Cost/Unequal Effectiveness. The three criteria are: (a) Least cost for a given level of effectiveness, (b) Most effectiveness for a given cost constraint, (c) Largest ratio of effectiveness to cost." (D.E.A.C., 2nd Ed.) There are also several criteria that are used to evaluate projects from a financial perspective. These include net present value, internal rate of return and payback period and are normally applied when



the costs and benefits of a project are more easily quantified in monetary terms.

#### F. DETERMINATION OF COSTS

There are several perspectives which may be taken in the process of determining the costs of the various alternatives. Each may be preferred under different circumstances. These perspectives include: (1) static costing and time phased costing, (2) incremental costing and (3) life-cycle costing.

## 1. Static and Time Phased Costing

Static and time phased costing methods are discussed by author Harry P. Hatry in "The Use of Cost Estimates." In this contribution, he states that static cost analysis is normally applied in system configuration or system comparison study and the costs commonly take one of the following three forms: (a) acquisition cost plus operating costs for a specified number of years, (b) acquisition cost less residual value plus operating costs for a number of years, (c) either of these two forms discounted to the present. Time phased costing typically takes one of these forms: (a) annual funding requirements, (b) cumulative funding requirements, (c) either of the two streams discounted to the present. This method is often applied in budgeting, particularly in the public sector. "To the extent that such considerations exist as annual funding constraints or the desirability of smoothing out annual funding, then the



display of the annual funding requirements will be of importance to planners. (As a practical matter, the major interest of Government planners is, of course, in the current and next budget years' requirements.)" (Hatry, 1967)

## 2. Incremental Costing

The incremental costing approach is not entirely independent from the methods already mentioned. This approach is commonly used in capital budgeting decisions in the area of managerial accounting. It is also related to the concept of marginal costing and the problem of deciding which cost are relevant.

"Cost analysis, like systems analysis which it serves, can be viewed as an application of the economic concept of marginal analysis. The analysis must always move from some base that represents the existing capability and the existing resource base. The problem is to determine how much additional resources are needed to acquire some specific additional capability, or, conversely, how much additional effectiveness would result from some additional expenditure. It is, therfore, the incremental cost that is relevant. Sunk costs are not included, and inherited assets are not ocsted." (McCullough, 1967)

Edward S. Quade points out that some costs may not be considered relevant for another reason that pertains to whether costs are considered internal or external.

"Costs may be relevant but they may not concern us. For example, costs falling upon hostile nations may not concern us in the same way as costs falling upon our own population. External costs are those costs of a program or decision that fall outside the boundaries of the decision maker's interest or beyond the scope of his organization. Whether a given cost is internal or external thus depends on where in the decision-making hierarchy the decisionmaker happens to be and how comprehensive his concern." (Quade, 1975)



## 3. Life-Cycle Costing

Following his discussion conerning incremental costing, author James D. McCullough also comments on the perspective of life-cycle costing in his contribution "Estimating Systems Costs." It is related to the time phased costing approach in that it attempts to measure a program's total cost impact over time. "Life-cycle costing results from the principle that the funds necessary to undertake a program are not the primary consideration, nor are the funds required in any particular time period, but a decision to undertake a particular course of action should take into account its total cost impact over time. The cost of developing the system must be accounted for, and the cost of procuring the system, and also the cost of operating it as a component of the force, must be taken into consideration." (McCullough, 1967)

# 4. Choosing a Discount Rate

To conclude this section, some attention to the choice of interest or discount rate applied in accounting for the cost of money is necessary. Several rationales concerning the choice of an appropriate rate exist and, as noted in the following excerpts, there has been no particular method that is universally accepted. "The Department of Defense currently has a 10% discount rate established by DoDI 7041.3



to be used in all economic analyses of proposed Defense investments." (D.E.A.C., 2nd Ed.) "The rationale behind the discounting process is to allow for differences in the timing of cash flow, but not for risk, and this argues for the use of a risk free or time preference interest rate. The obvious problem here is the definition and identification of a 'risk free' rate of discount." (Corti, 1973) "But, in fact, knowing what rate to use is quite a trick, one that has taken the attention of literally hundreds of economists over the past 30 years." (Gramlich, 1981) The use of judgement in the choice of a proper discount rate has led Dr. Nicholas A. Ashford to offer the following words of caution concerning regulatory decision making. The comments, however, also apply elsewhere. "Further, since the consequences of many regulatory actions may be to impose compliance costs today in order to bring about health benefits far into the future, the choice of discount rate can make one regulatory option look better or worse than an alternative. Since there is no consensus on what that rate should be, the policymaker's preference for a particular regulatory option can be hidden in the choice of a discount rate." (Ashford, 1980)

#### F. DETERMINATION OF BENIFITS

The next step involves identification and measurement of the benefits of the various alternatives. Most people dealing with this subject agree that measuring effectiveness



is normally more difficult than measuring costs, especially in nonprofit, government or service oriented programs or projects. In their article for <a href="The Accounting Review">The Accounting Review</a>, authors James E. Sorensen and Hugh D. Grove point out that the literature in this area is somewhat lacking. "A widespread literature focused upon profit-oriented organizations has left the accounting literature with few operational techniques which are responsive to monprofit service performance evaluations." (Sorensen, Grove, 1977)

In "Organizational Effectiveness: Some dilemmas O T Perspective," author Robert Dubin indicates that a dichctomy exists between the use of operating efficiency and cutput effectiveness measures. "This distinction between social utility of output and operating efficiency is one that pervades the economy. The counterpoint of internal efficiency and social utility of output is so fundamental that almost all contemporary social problems involving organizations can be analyzed from the standpoint of this dilemma. Indeed, whenever an organization comes under attack from the outside, its leaders will defend it on grounds of organizational effectiveness quite opposite from those used as the basis of the attack." (Dubin, 1976) In his contribution titled "Measures of Effectiveness," William A. Niskanen offers two necessary characteristics of an effectiveness measure.



"The choice of these measures is the most difficult, unique problem of cost-effectiveness analysis. The appropriate measure should have two characteristics: First, and most important, it must be relevant; preferable, but less important, it should be measureable. These objectives are often conflicting. The most relevant are often very difficult to measure and vice versa. The analyst's first challenge, therefore, is to choose a better combination of relevance and arithmetic than that exhibited by most political strategists, and, for that matter, by all too many operations analysts." (Niskanen, 1967)

Probably one of the most widely respected authorities concerning management of nonprofit organizations is Dr. Robert N. Anthony. In his text Management Control in Nonprofit Organizations done in collaboration with Professor Regina E. Herzlinger, the distinction between efficiency and effectiveness measures is more reconciliatory than that proposed by Professor Dubin. They also point out the difficulty in making such measurements.

"Output information is needed for two purposes: (1) to measure efficiency, which is the ratio of outputs to inputs (i.e., expenses); and (2) to measure effectiveness, which is the extent to which actual output corresponds to the organization's goals and objectives. In a profit-oriented organization, gross margin or net income are measures that are useful for both these purposes. In a nonprofit organization, no such monetary measure exists because...revenues do not reflect true output in the same sense as a profit-oriented company. ... In the absence of a profit measure, neither efficiency nor effectiveness can be analyzed unless an adequate nonmonetary substitute can be found." (Anthony, Herzlinger, 1980)

In their text, they define three basic measurement categories which may be used in the area of nonprofit or service oriented activities. The first are called results measures. "A results measure is a measure of output expressed in terms that are supposedly related to an



organization's objectives. In the ideal situation, the objective is stated in measurable terms, and the output measure is stated in these same terms. When this relationahip is not feasible, as is often the case, the output measure represents the closest feasible way of measuring the accomplishment of an objective that cannot itself be expressed quantitatively. Such a measure is called a surrogate or a proxy." (Anthony, Herzlinger, 1980) second is called a process measure. "A process measure relates to an activity carried on by the organization. ... The essential difference between a results measure and a process measure is that the former is ends-oriented, while the latter is means-oriented. An ends-oriented indicator is a direct measure of success in achieving an objective. means-criented indicator is a measure of what a responsibility center or an individual does." (Anthony, Herzlinger, 1980) The third type of measure is called a social indicator. These are often applied when a program or project is being evaluated from the standpoint of economic efficiency discussed in the section regarding criteria. "A social indicator is a broad measure of cutput which is significantly the result of the work of the organization. Unfortunately, few social indicators can be related to the work of a single organization because in almost all cases they are affected by exogenous forces, that is, forces other



than those of the organization boing measured." (Anthony, Herzlinger, 1980)

The literature brings out two important points: that there are several means which may be used in measuring benefits; and that one normally encounters difficulty in any means applied. The analyst's choice of method normally will involve judgement with regard to applicability, convenience and availability of data.

### G. COMPARISON OF ALTERNATIVES

## 1. Purpose of Evaluation

Once the costs and benefits of the alternatives have been identified, measured and recorded, a comparison or evaluation of the alternatives can be performed. The final outcome is a choice or ranking of the alternatives under the guidelines specified in the criterion for doing so. In the chapter of Analysis for Public Decisions which deals with evaluation of government programs, Quade applies the term evaluation as a means of measuring the accomplishments of an on-going or sometimes completed program in comparison to anticipated results. Such evaluations are used to propose changes in resource allocation, to improve operations and often aid in planning future activities. This type of evaluation directly pertains to the subject matter of this thesis.



### a. Evaluation To Affect Resource Allocation

"Evaluation to affect resource allocation is designed to assess the worth or effectiveness of an on-going program or project in order to help determine the funds (or possibly other resources) it should be assigned. It sometimes involves a choice between using funds to continue or to end a program, but more often the decision is resource allocation at the margin--adding a little to the programs that seem to be doing well and cutting back, or not increasing, the others." (Quade, 1975)

### b. Evaluation To Improve Operations

"Evaluation to improve operations is frequently done internally since its purpose is to investigate possible changes in the program with a view to improving performance, not to see how the program is doing in comparison with similar programs or in any absolute sense." (Quade, 1975) He further states that the type of data used in this area of analysis is often low-level, routine and short-range in nature.

## 2. Techniques

In their work <u>Practical Program Evaluation for State</u>

and <u>Local Governments</u>, Harry P. Hatry and his associates

offer five approaches to program evaluation. These are:

- a. Before vs. after program comparison.
- b. Time trend projection of pre-program data vs. actual post-program data.



- c. Comparisons with jurisdictions or population segments not served by the program.
  - d. Controlled experimentation.
  - e. Comparisons of planned vs. actual performance.

The method of evaluation applied may be specified within the problem statement as a mandate of the decision maker or, again, it may be outlined in the criteria. When the choice is made by the analyst, it usually depends on the type of problem to be analyzed and the influence of time and resource constraints.

## 3. Guidelines

With regard to preferred evaluation techniques, and while drawing from the works of other contributors, Scrensen and Grove offer the following research quidelines.

- a. The results of the program should be observable.
- b. In any comparison of populations, samples must be created by random or systematic allocation of individuals to groups.
- c. Analysis of improvements of a specific target group must be supported by comparison with similar groups which may have received different interventions.
- d. Evaluation instruments must be assessed for reliability, especially for inter-rater agreement, for validity.



e. Observed differences are often small. New programs usually create only modest effects and large 'slambang' effects will be few.

When a comparison of alternatives is actually conducted, the use of a graphic format is recommended by the Defense Economic Analysis Council in their publication titled Economic Analysis Handbook.

"The proposed method of comparison of alternatives employs a graphic format. It should be emphasized that graphic analysis is not necessarily a substitute for mathematical calculations which rank the proposals. Rather, this format serves to display the results of computations in a manner which is easily understood when we have a continuum of cost and effectiveness measures. Using graphs serves two functions. First, the graphs may suggest the appropriate ranking of the alternatives over a given range of time or effectiveness, thus performing an analytic function. Second, the use of a graph allows the decision maker to see at a glance all the information which may become lost in a tabular maze." (D.E.A.C. 2nd Ed.)

This format is inherently helpful in the process of sensitivity analysis because, as mentioned, the alternatives may be compared graphically over a given range of one or more variables.

# 4. <u>Sensitivity Analysis</u>

Sensitivity analysis is, in itself, an important part of the cost effectiveness analysis process. It provides information of a dynamic nature to both the analyst and the decision maker on the acceptability of the alternatives. In the following excerpt, author G. Corti explains the use of sensitivity analysis in a financial investment context. Like



breakeven analysis, it is often helpful to display sensitivity analysis in a graphic format.

"Sensitivity analysis is a desirable first step in the appraisal of risk and uncertainty. As is well known, this is a method of testing the sensitivity of the merit of an investment. It involves revising estimates of uncertain assumptions and variables and ascertaining how such revision affects the expected profitability of a project. The idea is that management must become aware of the financial consequences of all likely outcomes before being able to make a reasoned evaluation of the worth of a project." (Corti. 1973)

## 5. The Final Report

To conclude an analysis, the analyst conveys his or her findings and recommendations to the decision maker by submitting a report. The final report is, of course, the end product of the analysis. It documents and communicates the work done by the analyst to the decision maker. It should therefore contain a logical representation of the analysis performed and provide understandable findings. The report should also be detailed and complete.

"'Documentation' is essential. If numbers are arrived at or critical sources used, then by all means document the work already laboriously done. The time spent in having numbers, equations, models, or judgements which have been omitted from a report explained fully to a manager is one of the most wasteful kind of 'drills', about which I know only too well. Endless hours of discussion and clarification can be avoided by including them." (Cornell, 1980)



### H. PROBLEMS AND CONCLUSIONS

## 1. Problems in Cost Effectiveness Analysis

Before concluding on the subject, we consider it appropriate to discuss some of the more common problems or misgivings concerning cost effectiveness analysis. These include: (a) time and rescurce constraints, (b) the presence of judgement, (c) quantifiability of factors, (d) political constraints, and (e) uncertainty.

### a. Time And Resource Constraints

The effects of time and resource constraints pervade an analysis. These constraints greatly affect the validity and completeness of information used within the analysis. They also may result in the use of judgement which poses a problem in itself.

"Time money and other costs obviously place severe limits on how far any inquiry can be carried. The very fact that time moves on means that a correct choice today may soon be outdated by events and that goals set down at the start may not be final. This is particularly important in public policy analysis, for usually the decision-maker can only wait a very limited time for an answer. The costs of delay may be of more consequence than the benefits of further inquiry because the time at which the decisions can be made successfully may pass rapidly." (Quade, 1975)

### b. The Presence of Judgement

"Human judgement is used in designing the analysis, in deciding what alternatives to consider, what factors are relevant, what the interrelations between these factors are, and what numerical values to choose, and in interpreting the results of the analysis. This fact—that



judgement and intuition permeate all analysis--should be remembered when we examine the results that come, with apparent high precision, from analysis." (Quade, 1967) Whenever judgement is used, there is also the possibility that either willful or unconscious bias may be present.

### c. Quantifiability Of Factors

Professor Alan Williams uses the following comments to answer the question: Is cost benefit analysis precise? "...such is the strength of the influence of the scientific sub-culture with our society, that quantifiable things tend to take precedence over non-quantifiable things. and hence undue weight tends to be given to the insignificant things that CBA is able to measure with precision, while the crucial unmeasurables get neglected." (Williams, 1973) This problem particularly presents itself in the process of measuring effectiveness when measurable proxies are used in the place of more meaningful factors. "However, if some of the important factors can be reduced to quantitative terms, it is often better to do so than not to do so. The resulting analysis narrows the area within which management judgement is required, even though it does not eliminate the need for judgement." (Anthony, Herzlinger, 1980)

#### d. Political Constraints

When analysis is applied in the area of governmental activities, there is the additional problem of the influence of politics. "Public policy is made in a



political environment. It affects, to a greater or less degree, what problems are analyzed, who does it, how it is done, what decisions are made as a consequence, and how those decisions are implemented. Policy analysis must thus cope with politics." (Quade, 1975)

### e. Uncertainty

Again, we turn to comments made by Edward G. Quade in his text Analysis for Public Decisions regarding uncertainty. He states the major pitfall is to neglect uncertainty by assuming it away and presenting an over simplified problem as one of certainty. "It is also not enough just to acknowledge that uncertainties exist and to warn the user that some things have been left out of a study because of the lack of information. We must have high confidence that the omissions do not have critical a (sic) effect on the final outcome of the study. The user, if not the analyst, has to come to grips with these omitted factors or issues and he needs to know what their effects are likely to be, how likely they are, when he can expect them, and what he might be able to do about them." (Quade, 1975) Sensitivity analysis is often applied, along with regression analysis and other statistical techniques, to show the effects of changing assumptions or conditions on the acceptability of alternatives under uncertainty.



## 2. Conclusions

In our concluding remarks, we first wish to make the brief point that an analyst should not be prevented from making his or her own conclusions and recommendations in an analysis. "It is important for the analyst to distinguish carefully between what a study actually shows and the recommendations he or she may make on the basis of what he or she thinks the study implies. But, having clarified that point, the analyst should not be prevented from making recommendations or, at the very least, from drawing some conclusions." (Cornell, 1930)

The purpose of this chapter has been to discuss the procedures and techniques applied in cost effectiveness analysis and to identify some of its inherent problems. What is cost effectiveness analysis? It involves practical application of scientific methods. It is a mixture of, on the one hand, objectivity, traceability through proper documentation and a logical sequence of steps; on the other hand, it involves subjectivity, judgements and real world constraints. It is a social science and may often result in suboptimizing instead of the ideal of optimization.

The techniques and procedure outlined in the review of the literature will provide the foundation for the analysis that follows. Because problems and the techniques used to solve them differ greatly in their nature and scope, not all analysis can be conducted and documented in one



precise fashion. That is why the literature often provides general guidelines rather than a more precise methodology. Within the process, however, we will attempt to follow the logical step by step format and adhere to the guidelines that are given in this chapter where they apply. In this regard. shall first identify the specific problem. the alternativesand criterion in the following chapter. Within that chapter, the relevence of the distinction made between criteria that involve economic efficiency issues and other, lower level criteria will become evident in the discussision conserning the scope of the problem and selection of the criterion. The measurement phase, which includes the process of identifying and measuring cost effectiveness factors will then be documented in chapters four and five respectively. The evaluation phase will be displayed in the following chapters. The process will then culminate in the last chapter, which contains our findings and recommendations.



### III. SPECIFICATION OF PROBLEM, ALTERNATIVES AND CRITERION

#### A. INTRODUCTION

This chapter will provide a discussion of the actual problem situation as we perceive it, an identification of the alternatives and the criterion to be employed during the evaluation phase of our analysis. Given the general information contained in chapter one concerning the background and purpose of the Coast Guard's CVS program, and the basic cost effectiveness analysis methodology discussed in chapter two, we can now direct our attention to the more specific factors involved in this analysis.

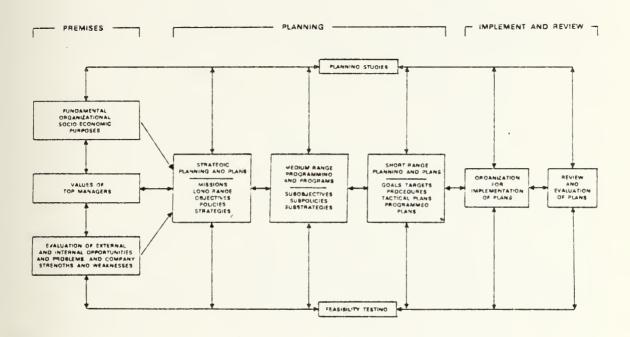
## 1. Purpose

This and other types of analysis are classified as "planning studies" by author George A. Steiner in his conceptual model of planning which is reproduced in figure III-1. The figure indicates how planning studies interact with other planning activities. These studies provide various types of information to management and "are usually basic premises which are of high significance in guiding the planning process." (Steiner, 1969)

The concept of a planning study is similar to, but more general than, that of program evaluation referred to in chapter two. Although both are management tools used in the planning process, a program evaluation more specifically



FIGURE III-1
Structure and Process of Business Planning



Source: Top Management Planning by George A. Steiner, 1969



deals with measuring the accomplishments of an ongoing or completed program. In a letter of promulgation dated 5 November, 1968, the then Coast Guard Commandant, Admiral W. J. Smith indicated his view concerning the purpose of what he called special analytic studies. "Special Analytic Studies form an integral part of our Planning, Programming, and Budgeting System. These studies analyze feasible alternative policies and procedures for conducting old programs or for solving new problems. In this way they provide top management at Headquarters with a sound analytical base for decisions which allocate resources, control relative program emphasis, and direct the Coast Guard's course into the future." (Smith, 1968) - It is the purpose of this thesis to provide information and analysis which may be useful to CVS program planners and managers with regard to the inspection of U.S. flag vessels in foreign countries as an ongoing Coast Guard function.

## 2. Scope

In order to understand the relative scope of this particular analysis, it may be helpful to look at some recent studies that have dealt with the cost and/or effectiveness aspects of government or Coast Guard regulation. An analysis titled "A Study of Costs, Benefits, Effectiveness of the Merchant Marine Safety Program" which was conducted by the Coast Guard and published in 1968 focused on program



effectiveness. This analysis compared in-house program costs including both vessel inspection and personnel licensing functions versus estimates of lives saved as a result of these functions. Among other things, the study group concluded that the CVS program is highly effective preventing a significant amount of deaths, injuries and property damage. In a study titled "How Effective is the Coast Guard in Carrying Out its Commercial Vessel Safety Responsibilities?" which was submitted to Congress by the General Accounting Office in 1979, an evaluation of CVS program efficiency and effectiveness was conducted with a number of recommendations made to correct current problems and effect general improvements in operations. The general problems are referred to in chapter one. The scope of this study is somewhat similar to the Coast Guard analysis in that the latter considered several functions within the CVS program including inspection, licensing, efforts to comply with international agreements, and in-house training and staffing. There was, however, little emphasis on identification and measurement of program costs in this study. A study of similar scope but with an emphasis on costs titled "Commercial Vessel Safety Economic Costs" was published later in 1979 by the Planning Research Corporation Systems Services Company. This study was concerned with a broad economic assessment of the costs and cost impacts of Coast Guard regulations. Together with the follow-on reports



submitted in 1980 concerning an economic assessment of benefits, it is probably the broadest in scope regarding evaluation of costs and benefits of the studies herein being referred to. It is also similar to one by author John Cameron which was submitted by Ernst and Whinney to the U.S. Maritime Administration of the same year. The work titled "Cost Impact of U.S. Government Regulations on U.S. Flag Ocean Carriers" contains an evaluation of the cost impacts of federal regulations on the U.S. shipping industry rather than the economy as a whole. It does however consider other agency regulations in addition to those enforced by the Coast Guard.

An interagency study by the Department of Transportation, Coast Guard and the office of Management and Budget was completed in March, 1982, titled "Coast Guard Roles and Missions". It contains a comprehensive review of Coast Guard programs including commercial vessel safety with emphasis on functions that the study group concluded should be performed, reduced, eliminated or delegated to other agencies or private organizations. It is considered rather broad in scope in that it deals with overall strategies concerning the CoastGuard in the future.

Compared to the other studies, our analysis is of relatively limited scope. We are dealing with a problem which pertains to a particular aspect concerning one of the



major functions within one Coast Guard program. The analysis focuses on vessel inspections in overseas locations. Our concern therefore is not total program cost effectiveness due to the limited nature of the problem. A study of this nature is more like an internal analysis concerned with a rather specific, mid-level problem that is conducted by staff personnel to provide information used in decision making.

### B. PROBLEM SPECIFICATION

The essential problem addressed in this thesis will be formally introduced in this section. The Coast Guard performs CVS duties involving U.S. flag vessels wherever these vessels may be located on a continuing basis. Activities include new construction, conversion, periodic inspections, drydock examinations and shop tests of safety equipment. During the past decade, the Coast Guard opened several overseas inspection offices having permanently assigned personnel to carry out these activities in particular areas. The areas assigned to these offices included Europe, Africa, the Middle East and Far East. Other areas have been the responsibility of offices located in the United States except for activities in Puerto Rico and the Virgin Islands. During April of 1982, all of the major overseas offices were closed as a result of federal budget cuts carried out during that period. Offices or detachments in Rotterdam Netherlands, Yokohama and Kobe Japan, Singapore



and Guam were closed, and most of the personnel billets were discontinued in the effort to expeditiously cut costs. The activities previously carried out by those offices were assigned by geographic area to various offices located throughout the United States as noted in chapter one.

Conceptually, the closures have raised the possibility of several related problems, the most important and general one being a decrease in the level of effectiveness in the performance of CVS functions overseas. It should be made clear at this point that changes in effectiveness are perceived to be a potential problem only. Due to the closures and with the continuation of user fees, requiring reimbursement of travel and subsistence expenses, the Coast Guard has, on the other hand, enjoyed some savings in cost. The cost savings however, may or may not have compensated for changes in effectiveness. The level of effectiveness is related to several factors including:

- 1. Quality of vessel inspections performed overseas. Of the factors included, this is considered to be the most important because it is most directly related to the attainment of safety of life and property goals.
- 2. With an increase in the amount of travel, there is an increase in manhours attributable to unproductive travel time. This reduces the availability of personnel both at their permanent station and overseas. Personnel may be



especially unavailable for overseas emergencies on short notice.

- 3. Performance of duties by personnel on a temporary duty status has made the duration of visits more short-term in nature. As a result, there is a strong possibility for less consistency and cohesiveness in long-term jobs such as vessel construction because several persons may become involved. The importance of this factor has decreased as a result of delegation of new construction duties to the American Eureau of Shipping.
- 4. Planning and scheduling is required both of the local Coast Guard office managers and vessel owners and operators due to lead times involved. This itself takes time and effort.
- 5. On-the-jcb training of personnel is affected by the office closures because only qualified personnel should now be sent overseas where they work under rather autonomous conditions. The resulting effect, however, depends on the amount of training conducted at the overseas offices while in operation.
- 6. Morale is affected because personnel are sometimes separated by great distances from their families at short notice and for extended periods.

Of particular importance is the fact that an analysis was not conducted at the time of the overseas office closures for



the prediction of changes in cost and effectiveness. The problem therefore stems from the existence of uncertainty concerning the effects of the closures on CVS program cost and effectiveness. It is our objective to provide comparisons, of both cost and effectiveness under two significantly different methods of operation and to determine if effectiveness remains within reasonable limits.

#### C. THE ALTERNATIVES

Although there may conceivably be an infinite number of alternatives that could be considered, we have elected to compare what we consider to be the two basic alternatives that have fostered the uncertainty discussed in the preceding section. Other alternatives will be identified but will not be evaluated due to the specific nature of the problem and due to time, data and resource constraints. two general alternatives that will be considered in this analysis are listed below. Other alternatives that may be considered feasible include factors such as the opening of a greater or lesser number of overseas offices than had been in operation, the placement of offices in different locations and the employment of a different number or rank structure of personnel that had been stationed overseas. Whether or not user fees should be charged is another issue affecting the range of alternatives. Solving complex problems having a large number of alternatives normally involves the use of



operations research techniques. One alternative that is considered infeasible involves the discontinuance of overseas functions altogether. The Coast Guard must enforce the laws that are passed by Congress and assigned as its responsibility. This is an assumed legal constraint.

## 1. Continue Present Operations

The basic process begins with a request from vessel's owner or operator for an inspection overseas. person stationed within the United States at the office responsible for the particular area is then assigned. Personnel are sent overseas to perform individual or a small number of inspections, over periods of usually six weeks or less. They are issued temporary additional duty (TAD) orders and normally draw a portion of their travel and subsistence funds in advance with any additional funds reimbursed after the trip. Under this alternative, the overseas offices would remain closed. The present user fee system would remain in effect. This particular user fee system requires reimbursement of an inspector's allowable travel and subsistence expenses by a vessel's owner or operator. establishment in 1980 was based on the premise that those who most directly benefit from government services should pay for all or part of the costs incurred.

# 2. Reopen the Overseas Offices

This alternative involves the reopening of the same offices that were closed in 1982 and the continuance of the



present system of user fees applying also to alternative one. The type of facilities, their size, location and staffing levels would be equal to that which was employed just prior to the closures.

#### D. CRITERION

As discussed earlier in this chapter, the scope of this analysis is considered to be somewhat below the conceptual level normally calling for an economic efficiency criterion. The purpose of a criterion, as noted in chapter two, is to make an objective comparison between alternatives under specific decision rules. Because we anticipate unequal amounts of both cost and effectiveness to be measured under each alternative, the more common fixed cost/maximum effectiveness or fixed effectiveness/minimum cost criteria cannot be applied. The criterion used in this analysis involves minimization of the ratio of cost to effectiveness for each alternative. The level of effectiveness attributable to each alternative should itself be evaluated so it can be determined whether or not it lies within acceptable limits. Evaluation of the alternatives documented in chapter seven. In the following two chapters, the cost and effectiveness of each alternative will be identified and measured.



## IV. DESCRIPTION AND MEASUREMENT OF COSTS

#### A. INTRODUCTION

The purpose of this chapter is first to identify and classify the various costs that pertain to the Coast Guard Commercial Vessel Safety program operations overseas which are relevant to the alternatives. A description of the several categories of costs is contained in the following section. The costs will then be tabulated in section C of this chapter so that they may subsequently be used in the evaluation of the alternatives. We have elected to tabulate costs on a quarterly basis within the fiscal years for two reasons. Firstly, because the overseas offices were effectively closed in April of 1982, which is near the midpoint of the fiscal year, the cost and effectiveness results attributable to the period would be significantly affected by factors contained in both alternatives. A clear separation of the costs and effectiveness attributed to each alternative is necessary for a meaningful comparison or evaluation to be conducted. Secondly, a quarterly breakdown may prove helpful in the identification of recent trends which may otherwise not be apparent in an annual or semi-annual breakdown unless data is available that spans a number of years.



It is often the case that cost effectiveness analysis is applied to situations where the choice of a new project or program is contemplated. This means that alternative courses of action have not yet been put into operation, and the analysis is therefore future criented. In these situations, costs are normally estimates of future costs which would be incurred if a particular alternative were instituted. Esitmates of future costs are, of course, often based on historical data. There is however a unique feature of the present problem. Our analysis compares two alternatives that have already been in operation in the recent past. various overseas marine inspection offices were in operation until April, 1982. Since that time, all overseas Commercial Vessel Safety duties have been carried out by inspection personnel travelling TAD from offices located in the United States. We have therefore chosen to base the determination of costs of the alternatives on data derived from operations occurring in fiscal 1981, 1982 and the first two quarters of 1983, and to consistently use a past rather than future orientation. This orientation is sometimes used in situations, like this one, that evaluate on-going programs for the purpose of improving either program efficiency or effectiveness. There are two advantages in adopting this orientation within the context of our analysis: (1) actual and standard cost data is available that pertains to both alternatives, and (2) data pertaining to the effectiveness of



the alternatives has also been obtained within the same time frame.

It should also be pointed out that only those costs incurred by the Coast Guard and attributable to the CVS program are of primary consern here. There may be other costs indirectly incurred by other agencies which could be affected by the alternatives. An example is a change in State Department costs of an overseas embassy due to the administration of government personnel stationed there. costs incurred by the various shipping companies that are our customers and which pay for the services they receive via user fees are very significant but will not be considered the basic evaluation. Shipping companies that receive Coast Guard services in foreign countries under the Commercial Vessel Safety program have been required by law to reimburse the government for travel and subsistence expenses incurred by the Coast Guard. This requirement was first contained in 46 US Code 3826-1 which became effective October 3, 1980, and subsequently recodified under 46 USC 3317 (b) with passage of Public Law 98-89 in 1983. In closing, there are a number of assumptions made that are related to the identification and measurement of costs in this chapter. These assumptions are identified and explained in the following section.



### B. CLASSIFICATION OF COSTS

There are five major catagories of costs which pertain to the alternatives. Each will be discussed separately within this section.

## 1. Overseas Offices Operating Costs (000C)

The first category of costs are those that were regularly incurred to operate the various Commercial Vessel Safety units located in foreign countries prior to their closure. Under the premise that this has been an on-going program, any startup costs that may have occurred in the past are not included. Nonrecurring costs that may have been incurred for the actual closure of the overseas offices are also not considered to be relevant. For this reason, only the actual quarterly operating costs reported prior to the formal closing date of the overseas offices will be used. Under this category of costs, actual operating expenses obtained from internal Coast Guard comptroller division reports will be utilized within the separate time compared. These costs are only pertinent to alternative 2.

# 2. Incremental Personnel Moving Costs (IPMC)

This category includes the incremental costs incurred to permanently transfer personnel to and from the United States over and above the cost for an equal number of transfers made completely within the United States. A form of average costs will be used in this category because we



believe a computation attempting to measure actual costs would be difficult and cumbersome. For any particular transfer, actual moving costs are affected by a person's rank, distance travelled, and number of dependents. It is therefore more practical to use standardized costs within this category.

Given the billet structure that existed for the overseas offices prior to their closure, the incremental moving costs will be computed based on the following assumptions: (1) that each tour of duty is three years in duration, (2) even though the overseas offices were closed so that savings could be realized through elimination of the personnel billets, we are assuming a constant force level. In this regard, it is assumed that the personnel and billets that existed in the far east were reassigned to the Marine Safety Office, Honolulu, and the personnel and billets at the Rotterdam office were reassigned to Marine Inspection Office, New York. Standard moving costs are computed under two basic categories, INCONUS and OUTCONUS (referring to moves that occur within the Continental U.S. or not). Under the Coast Guard's system of Standard Costing, savings in moving costs are only realized where CVS personnel that had been stationed overseas are relocated within the Continental United States. The incremental costs are the difference between the costs



computed for overseas and domestic transfers and only pertain to alternative 2.

# 3. Incremental Living Allowances (ILA)

The incremental living allowances are those paid by the Coast Guard to personnel stationed overseas over and above any such allowances that are paid to personnel stationed within the United States. Like moving costs, these allowances are affected by a number of factors including rank, number of dependents and location of duty. Due to the complexity of computing actual costs, a form of standardized costs will be used to compute the differential in living allowances paid to overseas personnel. The assumption listed above concerning relocation of overseas billets and the savings realized under the standard cost system will also be applied within this category. These costs would only be incurred under alternative 2.

# 4. Lost Time To Travel Cost (LTTC)

There is a significant amount of time spent travelling in almost every overseas CVS function performed except for those that occur in the local area of an overseas office. Even the personnel that were stationed overseas spent a considerable amount of time travelling to distant locations that were within the particular geographical jurisdiction of their office. If one considers the time spent travelling beyond a local area as unproductive, then there is a cost attributable to this lost time. It is considered



an opportunity cost because the time could have been spent in the actual performance of commercial vessel safety duties. We are not necessarily trying to say that this travel time should be minimized merely because it is labeled unproductive, but one must realize that there is a cost involved. Many organizations grapple with problems of this nature when attempting to allocate their resources in an optimal manner. A Marine Inspection Office in every port and near every shipyard would definitely out down on lost time due to travel, but the operating costs of these offices would be enormous. On the other hand, sending personnel from the United States on a temporary duty status to conduct all commercial vessel safety functions overseas greatly increases the costs attributed to unproductive travel time while decreasing operating costs. A trade-off between these costs is an essential part of the decision making process.

Travel time costs are computed using two factors: actual manhours lost to travel and standard personnel costs. A travel claim is normally submitted in every case that requires personnel, stationed overseas or in the United States, to perform commercial vessel safety duties that involve travel outside a local area. The entire amount of time spent during temporary additional duty is accounted for in the standard travel claim under various catagories. The time that is coded TDY in a claim is considered the amount



of time actually available for the performance of duties and is labeled manhours available for work or MHAW within the data we have assembled. A portion of this time may be considered "unproductive" such as meal time and regular off hours but it does not pertain to lost time due to travel which concerns us here. For each claim submitted, the manhours lost to travel or MHLT is computed by subtracting the time available for work from the total time reported not including time on leave status. The lost time to travel can then be aggregated under a particular fiscal period by rank. This is converted to an equivalent amount of manyears and multiplied by the standard personnel cost for a particular rank. The lost time costs for the various ranks are then summed to determine the total cost under a particular time period. These costs are pertinent to both alternatives because both domestic and foreign personnel submit travel claims for overseas inspections although in different amounts. The standard personnel costs are listed in table IV-1.

The formula used to compute LTTC for a particular rank and within a particular quarter is:



LTTC = 
$$((\sum MHLT)/1688)(SPC)$$
  
rank qtr rank  
qtr rank

The total LTTC for a particular quarter is :

TLTTC = 
$$\sum_{\text{qtr rank}} \text{LTTC}$$

where:

LTTC = lost time to travel cost.

MHLT = manhours lost to travel.

1688 = a factor used by the Coast Guard in projecting its CVS staffing requirements that is based on a 211 day work year of 8 hours per day (after accounting for leave, holidays, etc). This factor is used to convert manhours to manyears.

SPC = the standard personnel cost computed for each fiscal year by rank. These figures are listed annually in Commandant Notice 7100, Standard Personnel Costs.



Table IV-1

## Standard Personnel Costs (SPC)

RANK E-7	1 1	FY81 \$ 22,100	1	FY82 \$ 26,600	1	FY83 \$ 27,800	1
E-8	1	25,000		30,100		31,500	1
E-9	1	28,600	-	34,500	- 1	36,100	- 1
W-2	i	24,000		27,700	i	29,000	i
W-3	1	28,000	1	32,300	1	33,800	ŀ
W-4	1	33,000	-	38,100	-	40,000	1
ENS.	-	17,400	i	20,100	-	21,100	1
LTJG.	-	24,000	1	27,700	1	29,000	1
LT.	1	29,300	-	33,900	1	35,600	1
LCDR.	l l	35,000	1	40,600	1	42,500	- 1
CDR.		41,300	-	47,900	-	50,300	1
CAPT.	1	49,800	-	57,700	l l	60,500	1
GS-11	1	22,800	1	23,900	-	24,600	1
GS-12	1	26,951	1	28,245	1	29,374	-
GS-13	1	32,200	-	33,800	-	34,900	-

Source: Commandant Notice 7100, Standard Personnel Costs, distributed annually.



# 5. Billing Lag Time Costs (BLTC)

The final category involves the cost of money to the Coast Guard that is imputed as a result of normal administrative delays in billing customers for our overseas CVS services and in the receipt of payments. Four assumptions are applied in the computation of these costs. The assumptions are: (1) that all personnel receive advance per-diem and travel funds just prior to their departure on temporary duty, (2) that the advances in funds are equal to the actual funds payable, (3) that the Coast Guard receives payment for their services 34 days after the date of a bill, (4) that the appropriate interest rate to apply in the computation is the same rate applied by the Coast Guard in a particular time period for overdue payments.

It is not very difficult to argue that persons going on TAD (temporary additional duty) receive advances of at least a major portion of the estimated funds authorized for a trip. This normally includes the purchase of an airline ticket. Whether the advances actually equal the amounts authorized is much less certain. The second assumption however is necessary to allow a workable estimation of the billing time costs. The 34 day time lag is assumed for two reasons. First, there is an incentive for customers to pay a bill exactly 30 days after receipt. The Coast Guard specifies on



the bill that the amount is due within 30 days of receipt and charges interest thereafter. There is, therefore, no incentive to pay earlier than within the 30 days allotted but there is a strong incentive not to go beyond this limit. The additional 4 days are attributed to the time it takes to deliver or mail a bill to a customer. Billing dates are known but the date a customer receives the bill is not known. Because the date of receipt is used to begin the 30 day payment period, a reasonable amount of time to deliver the bills must be assumed. The problem of choosing an appropriate interest rate in computing the cost of money was discussed earlier in Chapter II. We believe the rate applied by the Coast Guard in charging for everdue bills is appropriate. These rates are current in that they are published by the Treasury Department on a quarterly basis and they are the same rates that the Coast Guard would realize in the collection of past due amounts. The applicable interest rates are listed in table IV-2.

TABLE IV-2
Quarterly Interest Rates

Qtr	Rate		Qtr	Rate
1-81 2-81 3-81 4-81	13.14 13.14 17.64 16.20	1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1	2-82 3-82 4-82 1-83	14.39 13.22 14.26 12.00
1-82	18.35	*	2-83	13.00



Applying the assumptions is just mentioned, billing time costs can be computed as follows: The funds pertaining to any particular bill are considered to be "out of pocket" from the date an overseas trip is begun until a customer's payment is received. The amount of time used in the computation regarding each amount billed is then the number of days between the date of departure and the bill date plus 34 days. The total time lag aggregated in a particular fiscal period is converted to an equivalent amount of years and multiplied by the interest rate matched with that period to obtain a billing time cost. Due to the fact that bills are issued for overseas services provided by either domestic or foreign based personnel, billing time costs can be attributed to both alternatives before the overseas offices were closed and toalternative 1 subsequent to the closures.

The formula used to compute BLTC for a particular quarter is:

BLTC = 
$$\left[\sum_{\text{qtr}} ((BDBD+34) / 365)(AMTB)\right](IRATE)$$

where:

BLTC = billing lag time cost

BDBD= the number of days between aninspector's departure date and the date of the bill concerning a particular trip.

365 = a factor used to convert the number of days to an equivalent amount of years.

IRATE = the interest rate used within a particular fiscal

quarter.

AMTB = the dollar amount billed for reimbursement of a particular overseas inspection within a particular fiscal quarter.



A major item of cost, that of basic personnel salaries and allowances, is considered to be irrelevant because those persons performing commercial vessel safety duties cverseas would continue to be paid this amount whether they are stationed in the United States or overseas. This implicitly assumes the number of personnel within the program is equal for each alternative. Any field level personnel reductions that may have occurred at about the same time the overseas offices were closed can be attributed to projected decreases in workload due to the delegation of inspection duties to the American Bureau of Shipping. Program administrative costs are also assumed to be irrelevant because, although program administration may entail differing functions under each alternative, total costs are considered to be approximately equal. In support of this assumption, we found no evidence of administrative personnel reductions or increases at the headquarters or district level that directly resulted from the closure of the overseas offices in 1982. The computations of relevant costs that have been identified in this section will be displayed in the following section.

#### C. DETERMINATION OF COSTS OF THE ALTERNATIVES

In this section, the costs attributable to each of the alternatives will be tabulated under the five categories of costs identified in the preceeding section. The quarterly



(fiscal) totals will then be summarized in 1982 dollars to facilitate comparisons of the alternatives in chapter seven.

### 1. Overseas Office Operating Costs, By Quarter (CCOC)

Table IV-3
Overseas Office Operating Costs, by Quarter (0000)

	1-81	2-81	3-81	4-81	1-82	2-82
Rotterdam:	19845	29197	13888	11569	8454(1)	12439
Kobe:	20463	17943	19764	12981	21187(1)	18578
Singapore: actual yr.aver.(3)		106 35199	   120555   35198		27323(2) 27323	27323   27323   27323
Guam: total CVS port.(		11984 4836	10637 4292	6585 2657		7167 2892
TOTAL: (rows 1,2   4,6)	81746	87175	73142	62406	60696	61232

(Source: Coast Guard Reports "Operating Costs of Coast
Guard Marine Safety Offices")

#### NOTES TO TABLE IV-3:

- (1) Because the individual first quarter FY82 figures are not available, the amounts were extracted from the second quarter cumulative figures at the same ratio that exists between the two quarters in FY81 for each office except Singapore.
- (2) Because the first quarter FY82 figure was not available, and due to the irregular FY81 cost pattern, the amounts



listed are one half of the second quarter FY82 cumulative total.

- (3) Due to the irregular pattern of expenses reported for the Singapore office, the actual amounts for FY81 are averaged.
- (4) Because the Marine Safety Office in Guam had other than CVS duties assigned to it, only a portion of the total costs are allocated to the CVS program. The 40.35% allocation rate is found in the Coast Guard's "distribution of resources" table tabulated by the budget division for 1981 for allocating costs of an average Marine Safety Office to the CVS program.
- (5) These costs apply only to alternative 2.
- 2. Incremental Personnel Moving Costs, by Quarter (IPMC) Given the actual billets assigned to the overseas offices as of 31 January 1982 that are listed below in table IV-5, and applying the assumption that only personnel billets assigned to Rotterdam would be relocated in the Continental U.S. as discussed in the previous section, an estimation of the incremental personnel moving costs can be made. The average quarterly cost is shown below in table IV-4 computed in 1982 dollars. The average incremental cost per billet listed in column three is the difference between the average OUTCONUS recurring cost per billet and the average INCONUS

recurring cost by billet type which were taken from the 1982

Coast Guard Standard Personnel Cost data. Only 1982 average



figures are used because later cost comparisons will be made in 1982 dollars, and because the 1981 figures were not based on actual cost data but were merely earlier figures projected forward with inflation factors applied.

Table IV-4

Average Quarterly Incremental Moving Cost

Billet type	Number of billets	Avg. Incremental cost per billet	Annual cost	Quarterly cost
Officers	8	5562.00	44,496.00	11,124.00
Civilians	2	560.00 IPMC to		280.00
			r quarter	11,404.00

NOTE: The cost only applies to alternative 2.



Table IV-5
Overseas CVS Billets

	Number	Rank
Rotterdam:	1 2 3 2 2	Commander Lieutenant Commander Lieutenant Warrant Officer (W4) Civilian (GS-1)
Singapore:	1 1 1	Commander Lieutenant Commander Lieutenant Warrant Officer (W4)
Kobe:	1 1 1 1 2 1	Captain Lieutenant Commander Lieutenant Lieutenant (jg) Warrant Officer (W4) Yeoman Chief (YNC) Petty Officer (SKI)
Yokohama:	1	Lieutenant Commander
Guam:	1 1 1	Lieutenant Commander Lieutenant (jg) Yeoman Chief (YNC)



## 3. Incremental Living Allowances by Quarter (ILA)

The incremental amount of living allowances is that amount paid to overseas personnel which exceeds the amount paid to personnel stationed within the Continental U.S. Two types of allowances are paid to military personnel stationed outside the Continental U.S. These are a cost of living allowance (COLA) and a housing allowance (HOLA). Our estimate of these costs is tabulated below in table IV-6 using 1982 annual average figures for officers taken from the consolidated monthly reports of COLA and HOLA allowances overseas, form CG-3376. The average per person figures for 1982 are based on actual 1982 cost data compiled by the planning and evaluation staff under the Office of Personnel at Coast Guard headquarters. The assumption that only Rotterdam billets are relocated within the Continental U.S. under alternative one is again being applied as it was in estimating incremental moving allowances.

Table IV-6
Average Quarterly Incremental Living Allowance

Billet type Officers Average COLA per person per month Average HOLA per person per month	191.00 413.00
Total per month per person	604.00
Total per Quarter per person Number of officers	1812.00
Total ILA per quarter	14,496.00

NOTE: This cost applies only to alternative 2.



Table IV-7 Lost Time Due to Travel Cost by Quarter

			ALTE	RNATIVE 2	4			→ ALTER	MATIVE 1	
DANK		FISCAL QUARTER								
RANK	181	281	381	481	182	282	382	482	183	283
E-7	-	-	-	-	-	-	670	698	571	3,297
E-8	-	-	-	-	-	-	-	-	-	-
E-9	-	-	-	-	-	-	-	-	-	•
W-2	145	2,342	5,781	2,741	4,395	1,936	3,542	22,023	7,961	11,095
W-3	893	383	620	6,306	2,051	2,448	6,025	880	4,605	1,352
W-4	1,056	1,185	3,182	607	2,601	1,258	576	4,010	16,357	3,406
0-1	-	-	-	-	-	-	-	738	2,228	725
0-2	562	3,850	526	6,286	3,724	1,410	4,769	17,644	14,158	13,289
0-3	12,144	17,435	22,097	12,600	25,482	31,469	16,754	35,150	49,513	49,735
0-4	2,703	5,795	17,490	17,332	12,814	24,645	10,594	13,707	7,009	11,823
0-5	2,525	954	7,897	28,772	4,032	6,945	394	-	-	3,476
0-6	1,077	643	-	1,906	4,273	3,846	-	2,801	-	-
65-11	-	1,459	-	-	-	-	-	-	-	-
GS-12	319	-	1,381	-	-	841	-	1,027	-	976
6S-13	-	-	-	-	-	-	-	-	1,473	-
TOTAL	21,424	34,048	58,974	76,550	59,872	74,798	43,834	98,678	103,875	99,174



#### 4. Lost Time Due to Travel Cost (LTTC) by Quarter

The actual costs attributed to travel time under overseas inspections were computed using the formula identified in section B of this chapter and are tabulated below in table IV-7. These quarterly costs were computed by personnel rank and are in current dollars.

# 5. Billing Lag Time Costs (BLTC) by Quarters

The imputed costs attributed to administrative billing lag time were computed using the formula identified in section B of this chapter. These costs are tabulated below in table TV-3 for each of the two alternatives on a quarterly basis.

Table IV-8
Billing Lag Time Costs by Quarter

Fiscal Quarter	ALT 1	ALT 2
1-81 2-81 3-81 4-81 1-82 2-82 3-82 4-82 1-83 2-83	5857 11083 8726 8251	3901 6821 15060 12560 7037 7258

NOTES: (1) Figures are uncorrected for inflation.

<sup>(2)</sup> Figures are rounded to nearest dollar.



# Total Operating Costs Under Each Alternative, by Quarter

The following table contains the totals of the five costs attributable to each alternative per quarter. For alternative 1, total costs consist of the sum of LTTC and BLTC. For alternative 2, total costs consist of the sum of all five categories of cost, OOOC, IPMC, ILA, LTTC, and BLTC. These totals have been converted to second fiscal quarter dollars using the implicit price deflators for gross national product that are computed by the Federal Reserve Bank of St.Louis and published monthly in the magazine "National Economic Trends." These deflators are compounded annual rates of change computed on a quarterly basis.

Table IV-9

Total Operating Costs For Each Alternative by Quarter

Fiscal Quarter	ALT 1	ALT 2
1-81 2-81 3-81 4-81 1-82 2-82 3-82 4-82 1-83 2-83	46, <del>90</del> 8 104,712 107,647 102,483	143,343 164,874 186,057 189,125 160,106 169,188



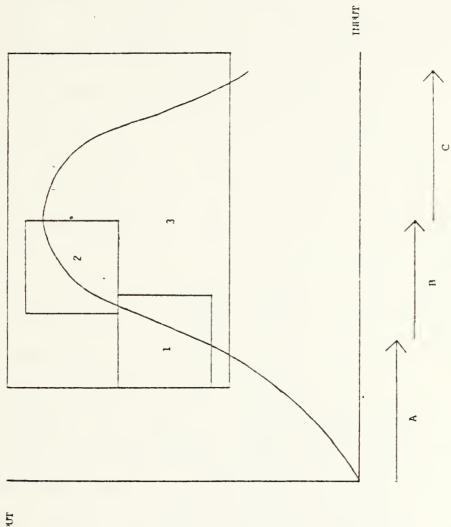
## V.DESCRIPTION AND MEASUREMENT OF EFFECTIVENESS

#### A. THE EFFECTIVENESS MODEL

In this chapter, we will attempt to provide a measure of the effectiveness of each alternative that is both objective and meaningful. Some of the common problems associated with measuring effectiveness were discussed in chapter two. In that chapter, we referred to Anthony's definition of effectiveness which is the extent to which actual output corresponds to the organization's goals and objectives. It is especially difficult to measure effectiveness in a service oriented or non-profit organization such as the Coast Guard.

Regarding cutput, the Coast Guard routinely meets the objective of carrying out one hundred percent of its CVS duties in the area of U.S. flag vessel inspections that are required by law. This output level does not include inspections of the courtesy or "spot check" type or the effects of routine time lags in scheduling a particular inspection. Given that actual cutput quantity is at or near one hundred percent of the expected amount, we should therefore be concerned with the quality of that output. It is the objective of the effectiveness model to measure inspection quality. In this process, Niskanen's recommended charactistics of an effectiveness measure should be





OUTPUT

Figure V-1



remembered. He recommends that an effectiveness measure be both relevant and quantifiable. Objectivity is also desired in any measure that is employed.

Our method of measuring effectiveness involves the use of a mathematical model that is predicated on the economic law of diminishing returns. Any output requires the employment of some input. An example of the general relationship between input and output, which is often called the production function, is depicted in figure V-1. In this graph are three distinct conceptual relationships that exist between input and output. The first range, labelled A, corresponds to the theory of increasing returns to a variable input. The range labelled B, corresponds to a diminishing but positive return to a variable input and range C corresponds to a diminishing and negative return. When more than one input is involved, each usually has its own unique functional relationship within a relevant range. Not all curve forms will therefore look exactly alike.

We have chosen four input oriented factors that will be used in the effectiveness model. These factors are included for the following reasons: (1) We consider these factors to have a direct impact on the outcome being measured. (2) The necessary data is quantifiable, reasonably available and is objective in nature. The four factors are: (1) inspection manhours, (2) personnel rank, (3) the number of personnel involved in an inspection and (4) the number of formal



requirements issued at an inspection for outstanding deficiencies. These are called CG-835's. The effectiveness model (formula 1) is given below to indicate how these factors are applied. Three variations of this model are included (for a total of four formulas) so that the sensitivity of the relationship between alternatives can be evaluated. In formulas 2 and 4, the assigned weights for each factor are substituted with equal weights. In formulas 3 and 4, standard inspection manhours are used in the place of average manhours.

```
Effectiveness score =
```

100 [ W [ LN ( ACTUAL MHRS./ AVERAGE MHRS.)]

- + X ( ACTUAL RANK-AVG.RANK)
- +Y ( PERSONNEL SCORE )
- +Z ( LOG10 ( ACTUAL # 835's ISSUED/ AVG. # 835's ISSUED ))]

+100

Where W+X+Y+Z=1

Factors may have different individual relationships and thus be applied in different manners within a model because it would indeed be very difficult to conceive of such a precise orchestration of inputs that would result in uniform outcomes from a variance in each one. For example, if one desires to have a house painted, the effects of one painter versus two, of fifteen gallons of paint versus thirty, or of



twenty manhours of work versus forty, cannot all be the same on the desired outcome. Our estimation of the unique causal relationship portrayed by each of the factors was made with an application of the production function theory. Each factor's specific relationship with inspection quality was conceptualized and matched with a particular portion of the input/output curve within a predetermined relevant range. It is for this reason that the graph in figure V-1 is highlighted in the three areas labelled 1, 2 and 3.

Before discussing each factor, it should be pointed out that the overall design of the model is such that any inspection which equals the standard or average prerequisites will result in a score of one hundred. An above standard or average inspection results in a score above one hundred expressed as a percentage. A below standard or average inspection results in a percentage score below one hundred. It should also be remembered that the model is designed to measure quality only and not the efficiency within which the output is obtained from the inputs. Each factor is discussed in the order of their assumed importance.

# 1. <u>Inspection Manhours</u>

Actual inspection manhours for an individual inspection are compared to average manhours or the Coast Guard's standard manhours as a measure of inspection quality. This comparison involves the following assumptions. First, it is assumed that inspection quality varies with actual



manhours above or below the average or standard determined for that particular inspection. Average manhours are the arithmetic means derived from our sample of vessel inspection data. The data is listed in Appendix B. Coast Guard standard manhours were initially developed in 1972 from a collection of field unit data. The standards were updated during 1979-1980 through a Delphi survey taken among fifty field units due to vessel population and legislative changes. The standards were again modified in 1982 and are listed in the CVS operating program plan for fiscal years 1985-1994. Standard manhours have been determined by vessel type, (freighter, tanker, etc.) under several ranges of gross tonnage. The pertinent averages and standards are listed in Second, it is assumed that the specific table V-1. relationship between the ratio of actual to average or standard manhours and inspection quality resembles the natural log function. Under this assumption, manhours above average or standard result in higher quality that is subject to diminishing but positive returns. This functional relationship matches the portion of the curve in figure V-1 shown in box number two. When actual manhours equal the average or standard, the inspection is classified as standard by definition and a score of zero is obtained for this factor.



Table V-1

Average and Standard Inspection Manhours \*

VESSEL TYPE AND SIZE	BIEN	NIAL!	BIENNIAL	& DRYDOCK
Cargo vessels less than 300 gross tons	AVG 18.17	STD 1	AVG 31.83	
Cargo vessels 300-19,999 gross tons	57.07	32	71.83	56
Cargo vessels of 20,000 gross tons and over	65.17	40	81.67	64
Tankships 1,000-19,999 gross tons	20.79	34	71.19	62
Tankships 20,000-39,999 gross tons	57.75	35	67.00	65
Tankships 40,000-74,999 gress tens	N/A	40	156.50	74
Tankships 75,000-124,999 gross tons	40.50	44	205.00	86
Mobile offshore drilling units	30.25	32	79.11	60
Liquified natural gas vessels	25.00	42	134.80	82

<sup>\*</sup> Source of standard manhours: CVS Operating Program Plan, FY85-94



### 2. Personnel Rank

In the application of this factor, the average rank resulting from our data is used as a "standard" in comparison with actual rank. An average is used because a predetermined standard has not been documented for this purpose. Rank is used here as a crude measure of a person's experience and qualifications. Concerning inspection quality, it is assumed that the higher the rank, the better the quality within a relevant range. The particular relevant range is assumed to be rather narrow because most inspectors fall within the ranks of warrant and junior officers and are exposed to an equivalent amount of basic training upon entering the The relatively few exceptions include chief petty officers and senior officers below flag rank. With this in mind, actual ranks have been quantified in numeric codes listed in table V-2. The codes were designed with a ten percent spread above and below the rank of W-4 warrant and O-3 lieutenant. This implies that a captain performs an inspection that is ten percent better than a lieutenant who, in turn, performs an inspection ten percent better than a When more than one person is involved in an inspection, their average rank is used. The above assumption underlies our conceptualization of the relationship between rank and inspection quality. A change in rank above or below standard is believed to have a linear effect on quality.



This corresponds to the approximately linear portion of the curve in figure V-1 shown in box number one where constant returns to a variable input are realized.

Table V-2
Rank Codes

RANK	CODE	RANK	CODE
E-7 E-3 E-9	2.7	W = 4 O = 3	3.0
<i>N</i> − 2 0 − 1	2.8	C-4	3.1
W-3 C-2	2.9	0 <b>-</b> 5 0 <b>-</b> 6	3.2 3.3

### 3. Number of Personnel

Even though, in our data, the number of personnel involved in an inspection ranges from one to six, we assume the resulting range of effect of this input on quality to be relatively wide. In a very narrow range, usually one to three persons, inspection quality increases due to the additive effect of personal experience and expertise. Beyond a certain point, however, inspection quality would decline, even though there may be added benefits in the area of training unqualified persons. It is difficult to determine a point where diminishing and negative returns takes place due to an increase in the number of attending personnel.



Pepending on the type of vessel, we have assigned various percentage scores which have been designed to quantify the relative effect a number of personnel are assumed to have on inspection quality. In this propess, a score of zero signifies the "standard" and is used as a base in the determination of the other scores. We believe the inherent relationship between the number of persons and inspection quality includes both positive and negative incremental returns and therefore resembles the functional form of the curve in figure V-1 shown in box number three. The assigned personnel scores used in the model are listed in table V-3 by vessel type. Supply vessels are the equivalent of a freight vessel that is under 300 gross tons.

Table V-3
Personnel Scores

NUMBER OF PERSONS	VESSEL TYPE		
	FREIGHTER/TANKER	MODU*	SUPPLY
1	20	05	.00
2	.00	.10	. 15
3	.20	. 15	.10
4	.25	.05	.00
5	.10	10	15
6	<b></b> 05	<b></b> 30	40

<sup>\*</sup> MODU stands for mobile offshore drilling unit.



## 4. Number of CG-835's Issued

In applying this factor, the actual number of CG-835's issued during a vessel inspection is compared to the average number obtained from the data. As with rank, an average is used because a predetermined standard is not available. Within the relevant range, we are assuming the relationship between CG-835's issued and inspection quality is similar to that of manhours in that the functional form resembles the log curve: referring again to box number two in figure V-1. The log base ten function is used instead of the natural log because we consider the effective range of this factor to be significantly smaller than that of manhours. The number of CG-835's issued above the average is considered an improvement in inspection quality, subject to diminishing positive returns. There are several underlying factors that influence the number of outstanding requirements issued. These include age of the vessel, location of vessel during an inspection (i.e. whether it is in a shippard or near a source of repair or replacement items or not) and the style of a particular inspector. Considering the possible variability in these and other factors, we assume this factor's resulting effect to be less direct on inspection quality. We have therefore assigned it a relatively small weighting factor in the model.



### 5. Weighting Factors

The symbols w, x, y, and z are used in the model as multipliers of each of the four main factors so that they may be properly weighted. The magnitude of these multipliers corresponds to the relative importance we place on each of the factors within the model. In formula one, our basic model, and formula three, the weighting factors are: w = .40, x = .30, y = .25, and z = .05. In formulas number two and four, the weighting factors are equalized at .25.

### B. DETERMINATION OF THE EFFECTIVENESS OF THE ALTERNATIVES

The effectiveness scores attributed to each of the ten fiscal quarters under consideration are listed in table V-4. These numerical scores were obtained by applying the mathematical effectiveness model and the three variations of the model to our inspection data sample. The data and the statistical package for the social sciences (SPSS) program used to process it are contained in appendix B. The best, worst and average scores for each of the two alternatives are also listed in the table under the respective time periods.



Table V-4

Effectiveness Scores

QTR	 		FORMULA:	
Alt.2 (opened)	1	2	3	1
1-31	92.7	99.03	109.77	109.70
2-81	93.66	96.22	99.59	99.92
3-81	69.71	78.24	91.45	91.32
4-81	83.97	90.81	97.72	99.40
1-82	67.40	75.64	89.14	89.22
2-82	98.65	100.86	113.09	109.83
Best	98.65	100.86	113.09	109.88
Worst	67.40	75.64	89.14	89.22
Average	84.35	90.13	100.13	99.99
Alt. 1 (closed)	1 1 1 2 1			 
3-82	110.52	99.28	123.90	107.64
4-82	112.67	93.39	99.47	100.98
1-83	102.38	99.54	111.93	105.50
2-83	93.45	94.66	107.03	103.15
Best	112.67	99.54	123.90	107.64
Worst	93.45	93.39	99.47	100.98
Average	104.75	96.72	110.58	104.32



### VI. PROGRAM ASSESSMENT

Several factors in the area of overseas CVS activities will be discussed in this chapter. Even though they are indirectly related to the cost effectiveness analysis, the assessment may provide useful information and insights.

#### A. APPLICATION OF SPSS

Several programs were developed using the Statistical Package for the Social Science (SPSS) to analyze the data. SPSS is an integrated system of computer programs designed for the analysis of social science data. It allows a great deal of flexibility in the format of data. SPSS offers a comprehensive set of procedures for data transformation and file manipulation as well as a large number of statistical routines commonly used in the social science.

Frequencies, condescriptive, scattergram, breakdown and regression procedures were used to analyze the data.

#### B. SOURCES AND DESCRIPTION OF DATA

The data for this study was collected in the two main categories of cost and effectiveness. The cost data was obtained from Coast Guard Headquarters (G-FAC) and the 14th C.G. District accounting division. These offices are responsible for processing the bills for recovery of travel and subsistence costs for the overseas CVS program. The cost



data is contained in two documents, Billing for Sale of Material or Services (CG-3621) and Travel Voucher or subvoucher (DD1351-2). The cost data is considered complete in that of the 925 bills issued during the time period studied, only one bill was not obtained. A copy of the documents and the raw data are contained in Appendix A.

Marine Inspection Office, New York and Marine Safety Office, Honolulu. The data used in our effectiveness model were taken from completed CG-840 series inspection booklets. The vessels included in the population sampled were U.S. Flag, manned, oceangoing freightships over 100 gross tons, tankships over 1000 gross tons and Mobile Offshore Drilling Units (MODU). Vessels not included in the sample were Foreign Flag Vessels, uninspected vessels, vessels under major conversion, small passenger vessels, seagoing barges, inland or limited route vessels of any type, unmanned vessels of any type, integrated tug/barge configurations, tankships under 1000 gross tons, and freight/supply vessels under 100 gross tons, seagoing tugs, pilot boats, public vessels, ferrys, dredge barges and yachts.

The types of inspections included in the population sampled were Inspections for Certification (COI), done independently or in conjunction with a drydock exam (COI/DD). The types of inspections not included in the sample were major conversions, drydocks, repair, special inspections.



midperiods, partially completed inspections for certification and new construction inspections.

The above selection criteria were used in order to obtain a more homogeneous sample which would not be influenced by greater variability resulting from uncommon and special inspections.

The data was catergorized by the variable names listed in table VI-1 and coded in accordance with table VI-2. The inspection data was assembled in 263 data lines.

During the entire 81 and 82 fiscal years and the first two quarters of 83. Coast Guard headquarters (GFCA) and 14th District (fca) accounting divisions issued 700 and 225 billing documents respectively. Several billing documents included billing for inspections performed in more than one time period or for several independent inspections. These were separated into a total of 1229 data lines. Inspections which covered more than one intervening month were apportioned equally during those intervening months. were 662 travel claim data lines. The apportionment of billings and travel claims were implemented to give a more accurate account of travel and billings by time period. The cost data derived from overseas inspection billing documents and travel claims was assembled in a separate computer file. data within this file was checked for correctness manually and with the aid of a fortran program written for



this purpose. The program is essentially a series of if statements which were designed to verify the proper format and range of variables and the consistency of variables being dependent on the values of other variables. The program was designed to check each data line independently and print a line of data if an error was detected in any one field. In running the program, twenty-one errors were detected and subsequently corrected. The program, titled Valprog Watfiv, is listed in Appendix D. The sample of inspection data used with our model to make measurements of effectiveness was validated manually. It was more practical to check the data in this manner because of its much smaller size in relation to the cost data. This data, and the SPSS program used to process it, are listed in Appendix B.

#### C. EVALUATION OF DATA

The data provides information about the amount and distribution of resources expended in carrying out the overseas inspection program. One important factor is the amount of manhours committed to the program in the 2-1/2 year period. The amount of actual manhours committed to the CVS program overseas is a measure of effort put forth by the Coast Guard. However the concept of evaluating the effort, or use of input and resources may or may not clearly indicate that the objectives of the programs are being met.



During the period under consideration approximately 239.670 manhours or 142 manyears were expended to the overseas inspection program. Of this total, 134.3 manyears or 94.6% was conducted by inspectors on temporary additional duty. Fiscal year manhour totals are provided in table VI-3. Because the Coast Guard lost 20 manyears due to travel, only 114.3 of the TAD manyears were actually available to conduct overseas inspections. Domestic offices had a mean loss rate of 15.3% while the overseas activities lost time to travel rate was 11.8%. The average length of an overseas trip increased 63% from 11.3 days in 1981 to 19.2 days in 1983. The length of the overseas trip in 1983 ranged from 14.6 hours to 76 days. Honolulu, a major participant which accounted for 30.8% of the allocated manhours in the first two quarters of 1983, had an average trip length of 35.1 days. The overseas offices prior to their closure accounted for 33.1% of the manhours devoted to the program. Table VI-4 lists the overseas offices contribution to the program. Based on manhours allocated in the first two quarters of each fiscal year there was a 27% increase in overseas inspection demand between 1981 and 1982 and a 15% increase between 1982 and 1983. There was a 23.8% increase between 1981 and 1982 based on the yearly allocated totals.



### Table VI-1

### Variables

### Cost Variables:

Dist Yr	 Coast Guard District or HQ unit Fiscal year of Inspection
Qtr	 Quarter and Fiscal Year of Inspection
Month	 Month and Calendar Year of Inspection
Rank	 Rank of Inspector
AMTB	 Amount billed to a particular company
	 for a particular job
BDBD	 Difference between billing date and
	 beginning date of inspection
BDCD	 Difference between billing date and
	 completion date of inspection
MHAW	Manhours available for work per
	 overseas trip
MHLT	 Mannours lost to travel per overseas
	 trip
MHTOT	 Total manhours per overseas trip

# Effectiveness Variables:

TIMPD DATSO ITYPE		Catergory of data collection period Office data was collected from (Source) Type of Inspection based upon office
שומטע		and inspection location
YRBLT		Year vessel was built
GRTON		Gross Tonnage of Vessel (Rounded)
VTYPE		Type of vessel
ACTMH		Actual manhours to perform inspection
STDMH		Standard manhours projected to
		perform inspection
NU835		Number of 835s issued
MONTH		Month and Calendar Year inspection
	***************************************	completed
YEAR		Fiscal year inspection completed
NUISP		Number of inspectors per inspection
STDCL		Standard Class vessel inspection
INSCR		· ·
TMSCN	~~~~	Number of inspectors score



# Table VI-2

# Variable Codes

Month Codes:	Qtr. Code:
Oct-10 Jan-01 Apr-04 Jul-07 Nov-11 Feb-02 May-05 Aug-08 Dec-12 Mar-03 Jun-06 Sep-09	Oct-Nov-Dec1 Jan-Feb-Mar2 Apr-May-Jun3 Jul-Aug-Sep4
District/Offic	ce Codes
1st District-(Boston) - 01 2ndDistrict-(St.Louis)-02 3rd District-(New York)-03 5th District-(Norfolk) -05 7th District-(Miami) -07 8th District-(New Orleans)-08 9th District-(Cleveland) -09 11th District-(LA/Long Beach)-11 12th District-(San Francisco)-12 13th District-(Seattle) -13	Headquarters       - 30         Rotterdam       - 31         Singapore       - 32         Kobe       - 33         Guam       - 34         Yokohama       - 35         Ric Koje       - 36
Rank Codes:	
Ens - 01	GS-12 - 12
TIMPD Codes:	:
Aug 79-Nov 80 Dec 80-Mar 82 Apr 82-Jul 83	2
Datso Codes:	
New York Honolulu	3 4



# Table VI-2 (cont)

### ITYPE Codes:

Foreign Inspection/Foreign Personnel - 1 Domestic Inspection/Domestic Personnel - 2 Foreign Inspection/Domestic Personnel - 3

#### VTYPE Codes:

Supply Vessel - 1
Freight ship - 2
Tankship - 3
Modu - 4
Liquified natural gas carrier (LNG) - 5

### Standard Class Code:

Vessel Type/Si	•	tion for ication	Inspection for Certification (w) Drydock
Supply/freight	ship <300 gt	10	1 1
Freightship >	300-19,999 gt	20	21
Freightship >	20,000 gt	22	23
Tankship >	1000-19,999 gt	32	33
Tankship >	20,000-39,999 gt	34	35
Tankship >	40,000-74,999 gt	36	37
Tankship >	75,000-124,999 gt	38	39
MODU		40	41
LNG Vessels		50	5 1



Table VI-3 Allocation to Overseas Program

FY	TAD (MH)	TAD(2) (MY)	Projected(3) local (MH)	Projected local (MY)	Total Total (MH) (MY)
81 82 83	70723.5 87520.5 68508.5	41.9 51.8 40.6	9582.4 3335.5	5.7 2.0	80305.9 47.6 90856.0 53.8 68508.5 40.6

- (1) 83 comprised only of 1st and 2nd quarters(2) Manhours / 1688 = manyears(3) Standard amount of time spent while not on TAD

Table VI-4

		Over	seas Off	ice Co	stributi	ons	
FY	TAD (MH)		Local(2) (MH)				
	25865.7 17933.3				35448.1 21268.8		_

- (1) Overseas Activities closed in April 1982
- (2) Standard amount of time spent while not on TAD



There is an apparent relationship between the length of an overseas trip and the availability ratio (MHAW/MHTOT). As trip lentgh increases, this factor also increases up to a point of 21.9 days after which it levels off. This relationship is illustrated in the graph contained in Figure VI-1. The overall rating of 85.1% (Table VI-5) compares with the overseas activities rating of 88.2%.

In our sample of inspection data we found the actual manhours expended by inspectors an average of 160% greater than the standard manhours listed by the Coast Guard for the particular inspections (Table VI-6). There was also a significant decrease in the rank of the persons conducting the inspections over time. In 1981, 73.3% of the persons conducting the overseas inspections were Eieutenants (0-3) and above. However in 1983 only 48.9% of the inspectors fell in this range. The average time between the completion date of an inspection and the date the company gets billed has decreased from 181.8 days in 1981 to 160 days in 1983.

Finally, it was noted that the Far East was the area most visited by Coast Guard inspectors in carrying out the overseas inspection program. This area accounted for 54.6% or 626 overseas visits. See table VI-7 for a breakdown of visits by major geographic area. Additional tables and charts are contained in Appendix C.



Table VI-5

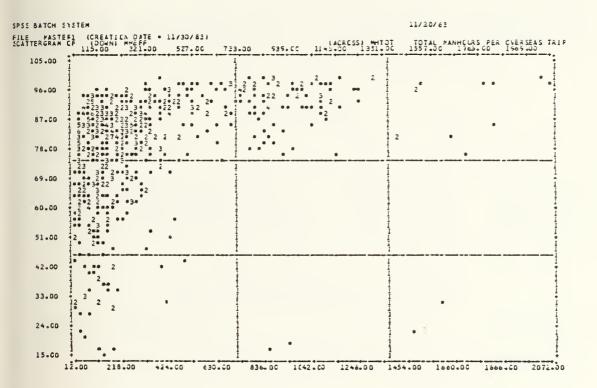
Availability Ratio (MHAW/MHTCT) By District Offices (%)

Dist/office	Mean	Dist/office	Mean
Boston St Louis New York Norfolk Miami New Orleans Cleveland LA/Long Beach - San Francisco - Seattle	91.6 93.4 93.6 83.3 81.9 81.9 88.9 88.9 875.3	Honolulu Juneau Headquarters Rotterdam Singapore Kobe Guam Rio Koje Rio Chiba	88.0 81.2 65.1 91.1 88.8 94.3

Entire Population -- 85.1



Figure VI-1





#### Table VI-6

### Mean Actual Manhours as Percentage of Standard Manhours

## Cargo Vessels

Type of Inspection:	COI	COI/DD
<pre>&lt; 300 gross tons 300-19,999 gross tons 20,000 gross tons</pre>	181.7% (18) 178.3% (46) 162.9% (12)	198.97 (46) 128.3% (12) 127.6% (3)

### Tank Vessels

Type of Insp	ection:	COI		CCI/DD	
20,000-39; 40,000-74,	99 gross tons 999 gross tons 999 gross tons ,999 gross tons	61.0% 165.0% *	(2)	114% 103.1% 211.5% 238.4%	(3)

# Mobile Offshore Drilling Units

Type	of	Inspection:	COI	COI/DD	COI/DD		
			94.5%	(8) 123.9%	(9)		

## Liquified Natural Gas Carriers

Type of	Inspection:	COI	COI/DD	
		59.5% (1)	134.8% (5)	

#### NOTE:

Number in parenthesis represents actual number of vessels in that particular category in sample population.



Table VI-7
Inspections Location

Area	Number of visits	% Total
Africa	34	7.3
Europe	196	17.3
Far East	626	54.6
North America	92	8.0
South America	94	8.2
Mideast	21	1.8
Others	33	2.9



Table VI-8
Mean Trip Length by Districts/Offices

Dist/Office	FY81 MTL (days)	FY82 MTL (days)	FY83 MTL (days)
Boston St Louis New York Norfolk Miami New Orleans Cleveland LA/Long Beach San Francisco Seattle Honolulu Juneau Headquarters Rotterdam Singapore Kobe Guam Rio Koje Rio Chiba Entire Population	13.3 8.8 20.8 8.8 10.6 4.8 21.8 25.0 33.1 8.8 18.6 19.2 4.9 3.5 9.0 4.4 11.8	13.9 14.0 36.4 12.6 36.4 12.5 14.5 14.8 14.8 13.6 13.6 13.6 13.6 13.6 13.6	6.3 40.6 15.4 32.1 42.7 8.5 26.7 29.6 21.6 13.9 35.1 24.0
	• •	. 5 • 0	. ,



Table VI-9
TAD Manhours Allocated by Districts/Offices

Dist/Offices	FY 81	et 13	FY 82	7.	FY 83*	77 /0
Beston	6367.8	9.0	3343.4	3.8	2409.4	3.5
St Louis		0.0	348.0	0.4	2925.0	4.3
New York	2739.6	3.9	12977.9	14.8	23170.2	133.9
Norfolk	3001.1	4.2	873.0	1.0	1539.8	2.2
Miami	2112.3	3.0	1534.4	1.7	1024.9	1.5
New Orleans	. 5077.2	7.2	12495.5	14.3	4092.5	6.0
Cleveland	230.5	0.3		0.0	1283.5	1.9
LA/Long Beach	3666.5	5.2	3900.0	4.5	3573.0	5.2
San Francisco	14418.1	20.4	10919.1	12.5	2589.1	3.3
Seattle	1591.0	2.2	2754.5	3.1	3661.0	5.3
Honolulu	632.8	0.9	19408.9	12.5	21087.5	30.8
Juneau	1339.1	1.9		0.0	1152.0	1.7
Headquarters	3681.9	5.2	1032.5	1.1		   
Rotterdam	8331.0	11.8	4885.9	5.6		
Singapore	170.0	0.2	353.8	0.4	! !	 
Kobe	11260.0	15.9	9787.5	11.2		 
Guam		0.0	84.3	0.1		
Rio Koje	6104.6	8.6	2247.3	2.6		
Rio Chiba		0.0	574.5	0.7		
Total	70723.5	99.9	87520.5	100	68508.5	100

<sup>\*</sup> only first two quarters of 83 analyzed



Table VI-10

Comparison of Quarterly TAD Manhours

### MIO New York:

Qtr	Total	% of	%
	Manhours	Total	Change
3-82	7281.6	44.7	2930.8
4-82	5062.6	17.3	-30.5
1-83	10519.0	28.3	107.0
2-83	12651.2	40.5	20.3

#### MSC Honolulu:

Qtr	Total	% of	%
	Manhours	Total	Change
3-82	2491.1	15.3	-42.3
4-82	10012.8	34.2	302.0
1-83	11796.1	31.7	17.8
2-83	9291.5	29.7	-21.2

Table VI-10 shows the recent quarterly TAD manhours expended by the two major offices participating in overseas CVS inspections. While there are significant fluctations in the quarterly amounts for both offices, the fluctuations are greater under MIO New York. Fluctuations in demand within a period of one year to the extent indicated in this table pose scheduling and planning problems and make it difficult to project necessary force levels at these units.



## VII. EVALUATION OF ALTERNATIVES

#### A. EVALUATION OF QUANTIFIED FACTORS

The ratios of cost to effectiveness for each alternative; under their respective fiscal quarters and for the effectiveness model and each of the three variations included; are listed in table VII-1. The quarterly operating costs are taken from table IV-9. The effectiveness scores are taken from table V-4. In evaluating these ratios, it should be noted that numbers of smaller magnitude are desired. Referring to the table, the ratios attributable to alternative one are clearly superior to those attributable to alternative two. The best, worst and average scores obtained from each of the four formulas indicate a consistent improvement in score when the overseas offices are closed. This is true even when the unusually low values for quarter 382 are excluded.

In comparing the results of the formulas listed in table VII-1, there is a general increase in effectiveness scores and a resulting decrease in the ratios under formulas 3 and 4 where actual manhours are compared to standard rather than average manhours. This is due to the fact that standard manhours were found to be consistently lower than average manhours for similar types of inspections within the sample.



Table VII-1
Cost Effectiveness Ratios

Qtr:	Effectiveness Formula:				
Alt 2	1	2	3	4	
1-81	1546	1447	1306	1307	
2-81	1760	1714	1656	1650	
3-81	2669	2378	2035	2026	
4-81	2252	2083	1935	1903	
1-82	2375	2117	1796	1705	
2-82	1715	1677	1496	1540	
Best	1546	1447	1306	1307	
Worst	2669	2378	2035	2026	
Average	2053	1903	1704	1704	
Alt 1					
3-82	424	472	379	436	
4-82	929	1121	1053	1037	
1-83	1051	1081	962	1020	
2-83	1097	1083	958	994	
Best	424	472	379	436	
Worst	1097	1121	1053	1037	
Average	875	939	838	872	



The use of equal weighting factors in formulas 2 and 4, instead of the assigned weights, also had the effect of increasing effectiveness scores, although to a lesser degree. The use of equal weighting factors in the model also decreased the variability resulting from a decrease in the weight assigned to actual manhours which was found to generate most of the variability in scores.

There are improvements in the effectiveness scores in most cases under alternative number one. The effectiveness scores for alternative one are equal to or greater than 95 in three of the four quarters measured using the basic model, and the average score of the four quarters is above 100. A score of 95 or above is assumed to be within acceptable limits. The effectiveness scores for alternative one are equal to or greater than 95 in 13 of the 16 cases measured when including the three variations of the model. This is compared to a number of 12 out of 24 cases under alternative two having a score of 95 or better.

The comparison of quantified cost and effectiveness factors therefore leads one to conclude that the overseas CVS offices should remain closed. There is, however, one factor which should be considered in the evaluation of effectiveness scores. When the overseas offices were open during fiscal 1981 and the first half of fiscal 1982, the portion of overseas TAD inspections carried out by foreign based personnel was about one third of the total performed. This



average is based on the amounts of TAD manhours available for work (MHAW) expended by personnel attached to U.S. and foreign offices during that period. The effectiveness scores for each quarter were therefore weighted in favor of the scores attributable to inspections conducted by U.S. based personnel in accordance with the mix of inspections performed during each quarter. Even though most of the manhours allotted to the foreign based personnel were spent on TAD inspections, their portion of the total inspections averaged one third of the total. This means that the closure of the overseas offices had a relatively minor effect on the overall method of conducting overseas CVS activities. This also means that the effectiveness model essentially measured the quality of overseas inspections conducted by U.S. based personnel under both alternatives. As a result, the recent improvements in effectiveness scores may be more appropriately attributed to a general improvement in the quality of inspections rather than to the closure of the overseas offices. This factor also leads to the conclusion that the level of personnel stationed overseas would have to be greatly increased if the offices were to be reopened and if they were to be expected to accomplish a more substantial portion of the workload. In closing, we feel it is important to note that there were some substantial differences in effectiveness scores obtained under alternative two between



inspections conducted by U.S. and foreign based personnel. In quarters 3-81 and 1-82 the scores for inspections conducted by foreign based personnel were 100.2 and 92.11 respectively. The scores for inspections conducted by U.S. based personnel for the same quarters and using formula one were 56.32 and 52.25 respectively, a decrease of over 40%. There was also one quarter where a score of 100 for inspections performed by U.S. based personnel was almost 15% better than that of inspections by foreign based personnel.

#### E. ASSESSMENT OF NCN-QUANTIFIED FACTORS

As discussed in chapter two, quantifiable factors tend to take precedence over non-quantifiable factors. Decisions are sometimes based on insignificant factors that can be measured with precision, while the crucial unmeasurables are neglected. It is the purpose of this section to address some of the non-quantifiable issues that have an impact on the cost-effectiveness of overseas inspection alternatives.

Information gathered by headquarters planning personnel from several major inspection/safety offices highlighted several key areas:

1) Personal Safety - Safety and security are day by day watchwords. Respect for human life, especially in the Far East, is considerably less than in Western nations. No formal procedures are currently in place to handle medical emergencies for TAD inspectors.



- 2) Logistics The workplace for the inspectors is as diverse as can be imagined. Each area has its own language, culture, standard of living, transportation and communication problems. The "Fly American Policy" increases the complexity of scheduling and increases the lost time due to travel.
- 3) Language and Culture Differences Inspectors experience numerous problems due to unfamiliarity with laws of country as well as customs. Several countries do not allow unaccompanied women. This is a sensitive issue that reduces the options available to office managers and creates inequitable distribution of assignments in offices with female inspectors.
- 4) Personal Financial Burden There is a problem in drawing sufficient amounts of advance for travel and per diem. The maximum limits vary from \$250 to \$500. Our data indicated that the mean amounts billed are substantially higher than these limits. It is considered that per diem rates are sufficient in the large cities where higher rates have been established. In the towns near the shippards rates have often not been established so the minimum rate of \$50 a day is in effect. This is usually insufficient to ocver expenses.

The above issues, coupled with longer durations of overseas trips and erratic separation in some instances from dependents, are likely to have an adverse effect on morale.



During August of 1983, a total of 43 letters were sent to various maritime organizations which were found to have a number of recurring overseas inspections. The letters were designed to solicit narrative remarks in several broad areas concerning effects on operations resulting from the recent delegation of authority to the American Bureau of Shipping, and the closure of the overseas CVS offices. A total of 12 companies responded to our letter. Of the 12, four are involved in the operation of offshore supply vessels, five own or operate mobile offshore drilling units and three own or operate freightships or tankships engaged in overseas shipping.

While all of the respondents indicated that the closure of the overseas offices did not have an effect on the amount of periodic inspections requested overseas, there were some misgivings concerning the recent changes. In our discussion of the responses, several comments made by responding companies will be quoted. The type of company will be described, but we feel the identity of a company need not be disclosed.

The respondents which own or operate offshore supply vessels identified the cost of the reimbursements made to the Coast Guard for overseas inspections as an economic hardship. One company remarked: "The main disadvantages we have discovered since the closing of the U.S.C.G. overseas offices, have been economic in nature, with the high cost of



travel, per diem and related expenses topping the list."

Another company referred to problems involving costs and inspector consistency.

"Obviously the closure has had an adverse financial impact and has created problems that affect our satisfaction with inspection functions. One significant problem has been in inspector consistency. Many offices have had to draw inspectors from wherever they could find them. A number of these individuals were inexperienced and not adequately prepared to operate alone in a remote location. This indicated to us that the Goast Guard was operating in an overload condition."

One of the five respondents which own or operate mobile offshore drilling units cited problems in scheduling for TAD inspectors while the other four reported no significant delays or problems in this area. Two of the five companies identified problems involving the competency of travelling inspectors. One of these companies remarked that their level of satisfaction had decreased since the closure of the overseas offices. "...the overseas offices, particularly Rotterdam and Singapore, were staffed with personnel experienced in the offshore drilling industry. They understood the vast differences between a drilling rig and a ship. They were also familiar with problems particular to overseas operations." A second company stated: "There seems to be fewer competent inspectors, and the inspectors that are available are generally stretched so thin they cannot devote the time necessary for each vessel." This company also pointed out that communications between an inspector and his home office, which are sometimes needed to resolve problems



or disputes, are adversely affected by the long distances travelled. They recommended that the Coast Guard should reopen the foreign offices or delegate more functional authority to the American Eureau of Shipping or other agencies that are more available overseas. A third company replied that continuity in foreign shippards is now practically nonexistent. It is interesting to note that companies involved in the operation of offshore supply vessels were concerned with the costs of inspections, while companies involved in the operation of mobile offshore drilling units were more concerned with the competency of the inspectors.

Another problem pointed out by several of the respondents involved the nonavailability of inspectors for special inspections to correct prior deficiencies or for shop inspections of approved safety or life-saving equipment overseas. One company made the following comments in this area:

"Liferaft servicing/inspections are a major problem in some areas. Since we cannot afford to shuttle Coast Guard personnel around the world, we have tried to use the approved third party inspection procedure. However, many of the areas in which we operate do not have U.S.C.G. approved facilities. We are, therefore faced with the choice of keeping rafts chboard past the inspection date or shipping them out of the country which takes from 3 to 6 months. As regards outstanding deficiencies, the item would have to be extremely grave to warrant the cost of a second inspection trip. We try to assure the cognizant OCMI via written confirmation of compliance. To date, we have received a fair response to this procedure."



The responses generally indicated that from the perspective of these companies, several problem areas have arisen as a result of the closure of the overseas offices. Problem areas include such factors as scheduling, availability of inspectors, the competency of TAD inspectors, communications and the continuity of enforcement policies. These same problem areas have concerned CVS program managers. It is, of course, not known whether the perceptions of those companies who did not respond, and others, would substantiate the comments received or not.

## C. PENDING LEGISLATION

There are several bills before Congress that if enacted will have significant impact upon overseas inspection activities. One of these bills is the Merchant Marine Act of 1983, an administration bill, to amend the Merchant Marine Act of 1936 to extend to U.S. flagship operators authority to construct, reconstruct, or acquire ships outside the U.S. without forfeit of eligibility for operating differential subsidies. If implemented it will most likely increase the manhours allocated to overseas inspections. Charles I. Hiltzheimer, Chairman and Chief Executive Officer, of Sealand Industries Investment Inc., during congressional testimony, suggested a revision to the act that would permit non-subsidized U.S. flag operators to use tax deffered capital construction funds for acquistion of foreign-built



vessels. This revision would tend to increase the size of the U.S. fleet.

Finally, implementation of the Cargo Preference Act would require Federal agencies engaged in commodity export and import by ship to transport at least 50% of cargoes by U.S. flag vessels. The short term impact of this bill is dependent upon the utilization of existing capacity. The long term impact would be an increase in workload concerning periodic inspections of the U.S. fleet.

## D. RECOMMENDATIONS

The following recommendations are offered as a result of this analysis:

1. That further research be conducted in the area of estimating, measuring and evaluating the effectiveness of CVS activities. This includes the formulation of relevant effectiveness models or measures such as the one used in this analysis and the design of proper procedures to validate them. Contrary to the views expressed in the CVS Operating Program Plan for fiscal years 85-94 that there are no accurate quantitative measures of effectiveness; and that effectiveness must be inferred from changes in accident rates; we feel that workable methods of measuring effectiveness can be devised that are not necessarily predicated on safety records.



- 2. The Coast Guard should formulate a strategy, goals and objectives that are more specifically tailored to overseas CVS activities. In this effort, a projection of future demands for our services, the impacts of pending legislation and the desires of internal decision-makers and our constituents should be considered. Costs resulting from travel time and billing delays are to a great extent dependent upon overseas workload. Substantial increases in future workloads due to changes in the legal or economic environment could result in significant increases in these costs and, therefore, increase the desirability of recpening some level of overseas facilities.
- 3. In the event that the overseas offices are reopened, alternative methods of recovering operating expenses incurred should be explored. An equitable means of allocating office operating expenses to the parties that more directly benefit from their services would be an area of concern.
- 4. The Coast Guard should evaluate whether or not it would be beneficial to provide some level of language training for CVS personnel. This training could be designed to acquaint an inspector with some of the basic language and cultural differences and better prepare these personnel for situations involving medical and other emergencies.
- 5. The policies concerning limits on the amounts of advance funds which may be drawn by inspectors should be reevaluated. Essentially, this would involve an effort to remove financial



burdens which in some cases are placed on personnel in situations involving especially long trips or trips to high cost areas. Appropriate policies in this area are increasingly important because both the number and length of overseas trips have increased since 1981.



## APPENDIX A: COST AND MANHOUR DATA AND COMPUTER PROGRAM

APPENDIX A

SPSS

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BDCD, BILLING DATE COMPLETION DATE/
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NAVAL PESTGRADUATE SCHOOL

FILE: MASTER2 SPSS



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NAVAL POSTGRADUATE SCHOOL

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FILE: MASTER2



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FILE: MASTER2 SPSS	A NAVAL POSTGRADUATE SCHOOL	
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```
CPTICNS

STATISTICS

*SELECT IF

*SELECT I
        CPTIONS
STATISTICS
*IF
*IF
*SELECT IF
*SELECT IF
BREAKDOWN
                                                                                                                                                                                                                                    ALL
(YR EQ 81) FLAG = 1
(YR EQ 82) FLAG = 1
(YR EQ 82) FLAG = 1
(YR EQ 82) FLAG = 1
(FLAG EQ 1)
(DUMB EQ 2)
TABLES = MHAW BY CTR/MHAW BY YR MHAW BY YR BY DIST/
MHLTOT BY CTR/MHIT BY YR/MHLT BY YR BY DIST/
MHTOT BY CTR/MHTCT BY YR/MHTGT BY YR BY DIST/
MHAW BY CTR EY DIST/MHLT BY CTR EY DIST/
MHTOT BY CTR BY CIST/MHLT BY CTR EY DIST/
MHTOT BY CTR BY CIST/MHLT BY CTR EY DIST/
                                                                                                                                                                                                                                      MHTGT BY GTR BY CIST/

1
ALL
(YR EQ 81) FLAG = 1
(YR EQ 82) FLAG = 1
(YR EQ 82) FLAG = 1
(FLAG EQ 1)
(DUMB EQ 2)
FCTMHLT = (MHLT/M+JDT) * 100
TABLES = PCTMHLT EY GTR/PCTMHLT BY YR/
PCTMHLT EY GTR BY CIST/
PCTMHLT EY GTR BY CIST/
PCTMHLT EY DIST EY CTR/PCTMHLT BY RANK/
        CPTICNS
STATISTICS
*IF
*IF
*SELECT IF
*SELECT IF
*COMPUTE
BREAKDOWN
          CPTIONS
STATISTICS
*IF
*IF
*SELECT IF
*SELECT IF
*SELECT IF
*COMPUTE
*COMPUTER GRAM
CPTIONS
STATISTICS
                                                                                                                                                                                                                                      1
ALL
(YR EQ 81) FLAG = 1
(YR EQ 82) FLAG = 1
(YR EQ 82) FLAG = 1
(YR EQ 83) FLAG = 1
(FLAG EQ 1)
(DUMB EQ 2)
PCTMHLT = (MHLT/MHTOT) * 100
PCTMHLT WITH MHTCT/PCTMHLT WITH DIST/
1.7.8
ALL
```



## FILE: MASTER2 SPSS A NAVAL PESTGRADUATE SCHOOL

```
(YR EQ 81) FLAG = 1
(YR EC 82) FLAG = 1
(YR EQ 82) FLAG = 1
(FLAG EQ 1)
(DUMB EQ 2)
MHEFF = (MHA M/MHTCT) * 100
MHEFF WITH MHTDT
1,7,8
ALL
(YR EQ 82) FLAG = 1
(DUMB EQ 2)
MHEFF = MHAM/MHTCT
TABLES = MHEFF 8Y YR/MHEFF BY QTR/MHEFF EY DIST/
ALL
(YR EQ 81)
(RANK EQ 17)
(DUMB EC 2)
LTTC = ( PHLT / 168 E) * 22100
TABLES = LTTC BY CTR BY DIST /
                                                        | ABLES = LITC BY CTR BY DIST/
| ALL
| (YR EQ 81)
| (RANK EQ 16)
| (DUMB EQ 2)
| LTTC = ( MHLT / 1688) $25000
| TABLES = LTTC BY CTR BY DIST/
                                                       ALL
(YR EQ 81)
(RANK EC 19)
(DUMB EQ 2)
LTTC = (MHLT/168E)*28600
TABLES = LTTC BY CTR EY DIST/
                                                        ALL
(YR EC 81)
(RANK EQ 22)
(DUMB EG 2)
LTTC = (FALT/1688) * 24000
TABLES = LTTC BY CTR BY DIST/
                                                        ALL
(YR EQ 81)
(RANK EC 23)
(DUMB EG 2)
LTTC = (MHLT/1688)*28C30
JABLES = LTTC BY CTR EY
                                                                                                                                                CIST/
                                                       1
ALL
(YR EQ 81)
(RANK EC 24)
(DUMB EC 2)
LTIC = (*MLT/1688)*33C00
TABLES = LTIC BY CTR EY DIST/
                                                         1

ALL

(YR EQ 81)

(RANK EQ 01)

(DUMB EG 2)

LTTC = (FHLT/168E)*17400

TABLES = LTTC BY CTR BY DIST/
                                                         ALL
(YR EQ 81)
(RANK EC 02)
(DUMB EQ 2)
LTTC = (MLT/168E)*24C00
TABLES = LTTC BY CTR BY DIST/
```



```
ALL
(YR EQ 81)
(RANK EQ C3)
(DUMB EC 2)
LTTC = (PHLT/168E) * 29300
TABLES = LTTC BY CTR EY DIST/
                                                1

ALL

(YR EQ 81)

(RANK EC 04)

(DUMB EQ 2)

LTTC = (MLI/1688)*35C00

TABLES = LTTC BY CTR BY DIST/
                                                1
ALL
(YR EQ 81)
(RANK EC 35)
(DUMB EC 2)
LTTC = (MHLT/168E)*41300
TABLES = LTTC BY CTR EY DIST/
                                                 ALL
(YR EQ 81)
(RANK EG C6)
(DUMB EG 2)
LTTC = (FHLT/1688) $49800
TABLES = LTTC BY GTR EY DIST/
                                                 ALL
(YR EQ 81)
(RANK EC 11)
(DUMB EQ 2)
LITC = (MHLT/168E) $22800
[ABLES = LTTC BY GTR BY CIST/
                                                 | ALL

(YR EQ 81)

(RANK EQ 12)

(DUMB EQ 2)

LTTC = (MHLT/166 E) * 26951

TABLES = LTTC BY GTR BY DIST/
                                                 1

ALL

(YR EQ 81)

(RANK EQ 13)

(DUMB EQ 2)

LTTC = (PHLT/1688)*32200

TABLES = LTTC BY STR EY DIST/
                                                 1

(YR EQ 82)

(RANK EC 17)

(DUMB EC 2)

LTTC = (FHLT/168E)*26600

TABLES = LTTC BY CTR BY DIST/
                                                 1

ALL

(YR EQ 82)

(RANK EQ 18)

(DUMB EQ 2)

LTTC = (MHLT/1688)*30100

TABLES = LTTC BY CTR BY DIST/
                                                 ALL
(YR EQ 82)
(RANK EC 19)
(DUMB EQ 2)
LTC = (MHLT/168E)*34500
JABLES = LTTC BY CTR BY DIST/
                                                   ĀLL
```



```
(YR EQ 82)

(RANK EQ 22)

(DUMB 2)

LTTC = (MHLT/168E) $27700

TABLES = LTTC BY CTR BY DIST/
1
ALL
(YR EQ 82)
(RANK EC 23)
(DUMB EQ 2)
LTTC = (MHLT/1688)*32300
TABLES = LTTC BY CTR EY
                                                                                                                             D 15T /
                                                 ALL
(YR EQ 82)
(RANK EG 24)
(DUMB EG 2)
LTTC = (MHLT/1688)*38100
TABLES = LTTC BY GTR BY DIST/
                                                 ALL
(YR E0 82)
(RANK EG 01)
(DUMB E0 2)
LTTC = ( HLT / 1688) * 20100
TABLES = LTTC BY CTR BY DIST /
                                                 TABLES = LTTC BY CTR BY DIST/
ALL
(YR EQ 82)
(RANK EG 02)
(DUMB EQ 2)
LTTC = (MHLT/1688)*27700
TABLES = LTTC BY CTR BY CIST/
                                                ALL
(YR EQ 82)
(RANK EQ C3)
(DUMB EG 2)
LTTC = (MHLT/168E)*33500
TABLES = LTTC BY GTR BY DIST/
                                                 ALL
(YR EQ 82)
(RANK EG C4)
(DUMB EG 2)
LTTC = (PHLT/168E) $\pm440600
TABLES = LTTC BY CTR BY DIST/
                                                 1

ALL

(YR EQ 82)

(RANK EC 05)

(DUMB EC 2)

LTTC = (MHLT/16 EE) *47900

TABLES = LTTC BY CTR EY DIST/
                                                1

ALL

(YR EQ S2)

(RANK EQ C6)

(DUMB EQ 2)

LTTC = (*HLT/1682)*57700

TABLES = LTTC BY CTR BY DIST/
                                                 ALL
(YR EQ 82)
(RANK EC 11)
(DUMB EQ 2)
LTTC = (MHLT/168E) * 23 900
TABLES = LTTC BY CTR BY DIST/
                                                  ALL
(YR EQ 82)
(RANK EQ 12)
```



## FILE: MASTER 2 SPSS A NAVAL POSTGRADUATE SCHOOL

```
(DUMB EQ 2)
LTTC = (FHLT/1688) + 28245
TABLES = LTTC BY CTR EY DIST/
                                         1

ALL

(YR EQ 82)

(RANK EC 13)

(DUMB EQ 2)

LTTC = (MLT/1688)*33800

TABLES = LTTC BY CTR EY DIST/
                                         | 1
| (YR EQ 83)
| (RANK EC 17)
| (DUMB EC 2)
| LTTC = (MHLT/1688) * 27800
| TABLES = LTTC BY CTR BY DIST/
                                         ALL
(YR EQ 83)
(RANK EC 18)
(DUM8 EC 2)
LTTC = (MLT/1688)*31500
TABLES = LTTC BY CTR BY DIST/
                                         ALL
(YR E0 83)
(RANK EC 19)
(DUMB EC 2)
LTTC = (MHLT/1688) # 36100
TABLES = LTTC BY CTR EY DIST/
                                          ALL
(YR EQ 82)
(RANK EQ 22)
(DUMB EC 2)
LTTC = (MHLT/1688)*29000
TABLES = LTTC BY GTR BY DIST/
                                          ALL
(YR EQ 83)
(RANK EQ 23)
(DUMB EQ 2)
LTTC = (PHLT/1688) #33800
TABLES = LTTC BY CTR BY DIST/
                                         ALL
(YR EQ 82)
(RANK EQ 31)
(DUMB EQ 2)
LTTC = (#HLT/168E)*21100
LABLES = LTTC BY CTR BY DIST/
                                          1

ALL

(YR EQ 83)

(RANK EC 02)

(DUMB EQ 2)

LTTC = (MHLT/1688)*29COO

TABLES = LTTC BY CTR BY DIST/
                                          1
ALL
(YR EQ 83)
(RANK EG 03)
(DUMB EQ 2)
LTTC = (PHLT/1688)*35600
```



## FILE: MASTER2 SPSS A NAVAL POSTGRADUATE SCHOOL

```
STATE NOTITE NOT
                                                                                                                                                                                                                                                                 TABLES = LTTC 8Y CTR BY DIST/
                                                                                                                                                                                                                                                              1
ALL
(YR EQ 83)
(RANK EC 04)
(DUMB EQ 2)
LTTC = (PHLT/168E) $42500
TABLES = LTTC BY CTR BY DIST/
                                                                                                                                                                                                                                                            1

(YR EQ 83)

(RANK EC 05)

(DUMB EC 2)

LTTC = (MHLT/168E)*5C300

TABLES = LTTC BY CTR BY DIST/
                                                                                                                                                                                                                                   ALL
(YR EQ 83)
(RANK EC 06)
(DUMB EC 2)
LTTC = ( HLT / 168 E) * 60500
TABLES = LTTC BY CTR BY DIST /
                                                                                                                                                                                                                                                          ALL
(YR EQ 83)
(RANK EC 11)
(DUMB EQ 2)
LTTC = (MHLT/1688) * 24600
TABLES = LTTC BY CTR BY CIST/
                                                                                                                                                                                                                                                       ALL
(YR EQ 83)
(RANK EQ 12)
(DUMB EQ 2)
LTTC = (MHLT/1688)*25374
TABLES = LTTC BY CTR BY DIST/
                                                                                                                                                                                                                                                              1
ALL
(YR EQ 83)
(RANK EQ 13)
(DUMB EQ 2)
LTTC = (*HLT/168E)*34500
TABLES = LTTC BY CTR BY DIST/
                                                                                                                                                                                                                                                                   ALL
                                                                                                                                                                                                                                                                 ALL
(QTR EQ 281) IRATE = .1314
(QTR EQ 281) IRATE = .1314
(QTR EQ 281) IRATE = .1626
(QTR EQ 281) IRATE = .1626
(QTR EQ 282) IRATE = .1435
(QTR EQ 282) IRATE = .1435
(QTR EQ 282) IRATE = .1320
(QTR EQ 282) IRATE = .1300
(QTR EQ 283) IRATE = .1300
(QTR EQ 283) IRATE = .1300
(YR EQ 82) IRATE = .1400
(QTR EQ 283) IRATE = .1400
(QTR EQ 280) IRATE 
                                                                                                                                                                                                                                                                     1
ALL
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RANSPORTATION U.S. COAST GUARD CG-3621 (Rev. 2-76)	BILLING FOR SALE OF MATERIALS OR SERVICES	BILL NO.
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		A/R ACCOUNT NO.
The following materials or services  DATE SERVICES RENDERED	were furnished to you by the U. S. Coast Guard:	THUOHA
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LEAS POC	NUMBER  VE STATEMENT _ TRAVEL  TY The oensity for hereoy claim and	TRISINTAISNAT FROM  Javs  OWNER/OPSRATOR/See Lieuw Anifuliy making a laise claim is A MA vi amount due me. The statements	hours tax 22d) XIMUM	t FINE OF	en \$10,000 OR e, and	PASSEN MAXIME	GEP ,M [MPR	SONMENT O	Total Entitlement Less Previous Payments Less Voucher Deductions Amt Charged to Acctig Class 11 PAYMENT DESIRED CHECK 12 PER DIEV 13. BAS RATE F S YEARS, OR BOTH rU.S. Code.	☐ CASH REQUESTED
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LEAL POCE	NUMBER  VE STATEMENT _ TRAVEL  TY The oensity for hereoy claim and	TR'SMTA'SAT FROM  days	hours tax 22d) XIMUM	t FINE OF	en \$10,000 OR e, and	PASSEN MAXIME	GEP ,M [MPR		Total Entitlement Less Previous Payments Less Voucher Deductions Amt Charged to Acctig Class 11 PAYMENT DESIRED CHECK 12 PER DIEV 13. BAS RATE F S YEARS, OR BOTH rU.S. Code.	CASH REQUESTED  File (8, Section 187)
LEAL POCE	NUMBER  VE STATEMENT TRAVEL TY The penalty for hereby claim an attached are true	TR'SMTA'SAT FROM  days	hours tax 22d) XIMUM	t FINE OF	en \$10,000 OR e, and	PASSEN MAXIME	GEP ,M [MPR		Total Entitlement Less Previous Payments Less Voucher Deductions Amt Charged to Acctig Class 11 PAYMENT DESIRED CHECK 12 PER DIEV 13. BAS RATE F S YEARS, OR BOTH rU.S. Code.	CASH REQUESTED  File (8, Section 187)
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LEA) POC	NUMBER  VE STATEMENT TRAVEL TY The penalty for hereby claim an attached are true	TR'SMTA'SAT FROM  days	hours tax 22d) XIMUM	t FINE OF	en \$10,000 OR e, and	PASSEN MAXIME	GEP ,M [MPR		Total Entitlement Less Previous Payments Less Voucher Deductions Amt Charged to Acctig Class 11 PAYMENT DESIRED CHECK 12 PER DIEV 13. BAS RATE F S YEARS, OR BOTH rU.S. Code.	CASH REQUESTED  File (A, Section 1871)
LEAL POCE	NUMBER  VE STATEMENT TRAVEL TY The penalty for hereby claim an attached are true	TR'SMTA'SAT FROM  days	hours tax 22d) XIMUM	t FINE OF	en \$10,000 OR e, and	PASSEN MAXIME	GEP ,M [MPR		Total Entitlement Less Previous Payments Less Voucher Deductions Amt Charged to Acctig Class 11 PAYMENT DESIRED CHECK 12 PER DIEV 13. BAS RATE F S YEARS, OR BOTH rU.S. Code.	CASH REQUESTED  File (A, Section 1871)
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LEAV POCENALT	NUMBER  VE STATEMENT TRAVEL TY The penalty for hereby claims and itself are true COUNTING CLASSI	TR'SMTA'SAT FROM  days	hours tax 22d) XIMUM	t FINE OF	en \$10,000 OR e, and	PASSEN MAXIME	GEP ,M [MPR		Total Entitlement Less Previous Payments Less Voucher Deductions Amt Charged to Acctig Class 11 PAYMENT DESIRED CHECK 12 PER DIEV 13. BAS RATE F S YEARS, OR BOTH rU.S. Code.	CASH REQUESTED  File (A, Section 187)
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## APPENDIX B: EFFECTIVENESS DATA AND COMPUTER PROGRAM

FILE: DATAEFF SPSS APPENDIX B INSDATI
TIMPD.DATSO,ITYPE.YRBLT,GRTON.VIYPE,ACTMF,
STDMH.ACTRK,NUB35.MONTH,QTR,YEAR.NUISP,SIDCL.INSGR
FIXED (F1.0,1x,F1.0,1x,F1.0,1x,F2.0,1x,F6.0,1x,F1.J,
1x,F6.2
1x,F5.2,Ix.F4.2,1x,F2.0,1x,F4.0,1x,F3.0,1x,F2.0,1x,
F1.0,1x,F2.0,1x,F4.2)
244
CARD
TIMPD, CATERGGY CF DATA CCLLECTION PERIOD/
DATA SCURCE 3=NEW YORK 4=HONDLULU/
ITYPE, INSPECTION TYPE 1=FF 2=DD 3=FD/
YRBLT, YEAR VESSEL BUILT/
GRTON. GRCSS TONSAGE OF VESSEL IN WHOLE INCREMENTS/
VTYPE, TYPE GF VESSEL 1=SUP 2=FRT 3=TNK 4=MODLU 5=LNG
ACTMH. ACTUAL MANHOURS TO PERFORM THE INSPECTION/
STOMH. STANDARD FAMHOURS PROJECTED TO PERFORM INSP/
ACTRK. AVERAGE RANK CF INSPECTORS PER INSPECTION/
NUB25. NUMBER OF #455S ISSLED/
MONTH, MCNTH AND CALENDAR YEAR INSPECTION COMP/
YEAR. FISCAL YEAR INSPECTIONS
STOOL: STANDARD CLASS OF VESSEL/
INSCR, NUMBER OF INSPECTORS SCORE/
INSCR, NUMBER OF INSPECTORS SCORE/
INSCR, NUMBER OF INSPECTORS SCORE/
INSCR, NUMBER OF INSPECTORS SCORE/ FILE NAME VARIABLE LIST INPUT FCRMAT N OF CASES INPUT MEDIUM VAR LABELS CATER CGY CF DATA CULLECTION PERIOD/
DATA SOURCE 3=NEW YORK 4=HONDLULU/
INSPECTION TYPE 1=FF 2=DD 3=FD/
YEAR VESSEL BUILT/
GROSS TONNAGE OF VESSEL IN WHOLE INCREMENTS/
TYPE GF VESSEL 1=SUP 2=FRT 3=TNK 4=MBDL 5=LNG/
ACTUAL MANHOURS TO PERFORM THE INSPECTION/
STANDARD #ANHOURS PROJECTED TO PERFORM INSP/
AVERAGE RANK CF INSPECTORS PER INSPECTION/
NUMBER OF E25S ISSUED/
MCNTH AND CALENDAR YEAR INSPECTION COMP/
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(YEAR EC 81) FLAG =1

(YEAR EC 82) FLAG =1

(YEAR EC 83) FLAG =1

(FLAG EG 1)

ACTRK, NU 835, ACT MF, STCMH, NUIS F, INSCR

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ALL

(YEAR EC 82) FLAG =1

(YEAR EC 82) FLAG =1

(YEAR EC 82) FLAG =1

(YTYPE EC 1) FLAG2 =2

(VTYPE EC 2) FLAG2 =2

(VTYPE EC 4) FLAG2 =2
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(ITYPE EC 3) FLAGE = 3

(FLAGE EC 2)

(FLAGE EC 1)

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                                 ACTRK, NU 835. ACTMH, STDMH, NLISP, INSCR

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ALL

(YEAR EC 81) FLAG =1

(YEAR EC 82) FLAG =1

(YEAR EC 83) FLAG =1

(FLAG EC 1)

PCTSTD = ACTMH/STDMH * 100

TABLES = PCTSTD BY OTR/PCTSTD BY YEAR/

PCTSTD BY TIMPD/PCTSTD BY ACTRK/

PCTSTD BY TIMPD/PCTSTD BY STDCL/
BREAKDOWN
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    CPTIONS
STATISTICS
*IF
*IF
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FILE: DATAEFF SPSS
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(FLAG EQ 1)
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NU835 BY VTYPE BY STDCL/
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BREAKDOWN
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STATISTICS
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## APPENDIX C: COMPUTER TABLES AND LISTINGS

SPSS BATCH SYSTEM APPENDIX C

11/3C/83 FILE - MASTER1 - CREATED 11/30/83

RANK CF INSPECTOR ( FY-81)

CATEGORY LABEL	3 3 0 0	AB SOL UTE	RELATIVE FREQ (PCT)	ADJUSTED FREC (PCT)	FREG (PCT)
	2.	41	5.8	9 • 8	9.8
	3.	154	36.9	36.5	46.8
	4.	113	27.1	27.1	73.9
	5.	31	7.4	7.4	81.3
	6.	8	1.9	1.5	83.2
	11.	1	0.2	0.2	83.5
	12.	2	0.5	0.5	83.5
	22.	2 0	4.8	4. €	88.7
	23.	24	5.8	5.€	94.5
	24.	23	5.5	5.5	100.0
	TOTAL	41.7	100.0	100.0	



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SPSS BATCH SYSTEM
        FILE - MASTER1 - CREATED 11/30/83
RANK CF INSPECTOR ( FY-81 )
  COCE
   I
2. ********** ( 41)
   5. ******* ( 31)
   6. *** ( 8)
   11. * ( 1)
   12. ** ( 2)
   22. ***** ( 20)
   23. ****** { 24]
   24. ****** ( 23)
     MEDIAN
VARIANCE
RANGE
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VALID CASES 417 MISSING CASES C



SPSS BATCH SYSTEM

11/3C/83 FILE - MASTER1 - CREATED 11/30/83

RANK CF INSPECTOR (FY-82)

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ACJUSTED FREC (PCT)	CUM FREC (PCT)
	1.	2	C-4	0.4	0.4
	2.	3 3	6.5	6.5	6.9
	3.	217	43.0	43.C	49.5
	4.	115	22.8	22.8	72.7
	5.	11	2.2	2.2	74.5
	6.	31	6.1	6.1	81.C
	12.	3	0.5	0.6	81.6
	17.	2	C • 4	0.4	82.0
	22.	43	8.5	8.5	90.5
	23.	21	4.2	4.2	94.7
	24.	27	5.3	5.3	100.0
	TCTAL	505	100.0	100.C	



```
SPSS BATCH SYSTEM
        FILE - MASTER1 - CREATED 11/30/83
   RANK OF INSPECTOR (FY-82)
   COLE
     I ( 2)
     2. **** ( 33)
     3. ************** ( 217)
     4. ********** ( 115)
     5. ** ( 11)
    6. **** ( 31)
    12. # ( 3)
    17. * ( 2)
    22. **** ( 43)
    23. *** ( 21)
    24. **** ( 27)
       7.063
3.000
0.617
1.000
                                       MEDIAN
VARIANCE
RANGE
```

MISSING CASES C

VALID CASES

505



SPSS BATCH SYSTEM

11/3C/83 FILE - MASTER1 - CREATED 11/30/83

RANK CF INSPECTOR (FY-83)

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREC (PCT)	CUM FREC (PCT)
	1.	10	3.3	3.3	3.3
	2.	48	15.6	15.6	18.5
	3.	119	38.8	38.8	57.7
	4.	28	9.1	9.1	66.€
	5.	3	1.0	1.0	67.8
	12.	1	C.3	0.3	58.1
	13.	1	0.3	0.3	68.4
,	17.	7	2.3	2.3	70.7
	22.	60	19.5	19.5	90.2
	23.	18	5.9	5.5	96.1
	24.	12	3.9	3.9	100.¢
	TOTAL	307	100.0	100.0	



```
SPSS BATCH SYSTEM
11/3C/83 FILE - MASTER1 - CREATED 11/30/83
RANK CF INSPECTOR (FY-83)
   CODE
    1. **** ( 10)
     2. ********* ( 48)
    3. ****************************
    4. ******* ( 28)
    5. ** ( 3)
    12. # ( 1)
    13. * ( 1)
    17. *** ( 7)
    23. ***** ( 18)
    24. **** ( 12)
       MEDIAN
VARIANCE
RANGE
VALIE CASES 307
                 MISSING CASES C
```



SPSS BATCH SYSTEM

11/30/83 FILE - MASTER1 - CREATED 11/30/83

RANK RANK OF INSPECTOR (CUMULATIVE FY 81-83)

CATEGORY LABEL	CODE	AB SOLUTE	RELATIVE FREQ (PCT)	ADJUSTED FREC (PCT)	FREC (PCT)
	1.	12	1.0	1.0	1.0
	2.	122	9.9	9.5	10.5
	3.	490	35.9	39.5	50.8
	4 •	256	20.8	20.8	71.6
	5.	45	3.7	3.7	75.3
	6.	3 9	3.2	3.2	78.4
	11.	1	C-1	0.1	78.5
	12.	6	C.5	0.5	79.C
	13.	1	0.1	0.1	79.1
	17.	9	0.7	0.7	79.8
	22.	123	10.0	10.C	85.8
	23.	63	5.1	5.1	95.0
	24.	62	5.0	5.0	100.C
	TCTAL	1229	100.0	100.0	



```
SPSS BATCH SYSTEM
11/3C/83 FILE - MASTER1 - CREATED 11/30/83
RANK RANK OF INSPECTOR (CUMULATIVE FY 81-83)
   CCDE
     1. ** ( 12)
     2. ********** ( 122)
     3. ********************************
     4. *************************** ( 256)
     5. ***** ( 45)
    6. **** ( 39)
    11. * ( 1)
    12. ** (
    13. 4 ( 1)
    17. ** (
             9)
    22. *********** ( 123)
    23. ****** (
                631
    24. ****** (
                621
       100 200 300 400 500
```



SPSS BATCH SYSTEM			11/30/6	ž.		
FILE MASTERI (CREA	TICA DATE = 11/30/831					
	DESCRIPTIO		PULATICA	s		
CRITERION VARIABLE BROKEN CONN BY	MMAN FAMOURS AVAILABLE FOR	#GRK				
θY	STET CLASTEGLAND ETERAL YEAR					
		6.00	MEAN	VAJ CT2	VARIANCE	
VARIABLE		SUM				N
FOR ENTIRE POPULATION	•	192588.0794	291. 5228	325-9034	108030.2076	1 0021
STR	161.	671- (466	217.8512	257.0565	60-07-475-	( 40)
72157 72157 72157 72157	l.	£715.0455 572.0000 692.5000	217. 5512 250. 0000 331. 2500	274.7110	245001.0000	( 21
†213†	8 •	192,4330	331. 2500	64.2164	7092.4039	1 21
ŢŢŢ	11.	1 to 2 . 7500 678 . CO00	823730 878.0000	364.9358	94900.4813	1 41
čišt	17:	28.3000	67.3333	£.3	3.0	1 11
EiEI	30.	1251.1500	367.1250	172.3393	30614.0313	1 121
čiši	33.	2591.4999	59.3330 367.1250 367.3192 472.7047	173.3393	25936.5945	1 131
CTR	182.	14667.2995	213.1409	216.0630	+4375-1+37	1 001
Taig	3.	1143.0000	11-3-06-0	132.2890	17700-1250	1 41
ÇIŞİ	12.	299. 2000 2595. 2500 1600. 7500	150.7500	4 * 70 07 33	17700.1250	101
čišt	13:	37.6060	361.3500	254.0288	3.5	( 5)
FIST	36.	2 735 - 6000 2 735 - 6000 2 735 - 6000 1 73 - 7995 1 173 - 7000	279. 1800	183.2353	3581 6. 00 92	6 61
čišt	31.	1245.7999	57. à333	101.7782	10563.3610	1 101
DIST	32. 33. 34.	173.5000	57. 8333 240. 3424	215.3911	15.5.2768	31
115† 115† 115†	36.	515.7500	305.2500	115.0268	1-316.5025	1 21
	37.	264.2500	52. 8500	23.3624	209-4127	( )1
CTR	183.	3 2105 - 1482	401.3144	175.0958	141977.7553	1 901
CIST	<u> </u>	114517000	112.5000	2.0	ن د د	4 14
Ĉ IST	3.	50-3-2493 1432-2000	135. 6204	294.3219	81800.3481	271
1213 1213	7 .	936.100C 2205.2997	936. / 000	135.0 845	G. O	4 44
5‡ŝ±	5.	88.5000	-94-04-2 88-5330	0	1492 2 4950	401
CIST	11.	2222.2000	1112.1000	375.3725	105051.5975	1 2
ŞİŞİ	13.	1776.4498	2.7 m a el 900	3 5 6 2 6 7	15000.7717	( 5)
7212	17.	15214.5495	151.1621	351,2535	157874.4706	( 17)
****	***	********	2 24 0 5 000		V • V	. 4/



SPSS BATCH SYS	7£M		11/30/8	13			
CRITERION VARI	ABLE MHAW	NUZ	MEAN	SEV GF2	VARIANCE		N
VARIABLE	CODE VALUE LABEL	204	HEAR	210 050	TANIMICS		
הייים הייים הייים הייים הייים הייים הייים הייים הייים הייים הייים הייים הייים הייים הייים הייים הייים הייים הי הייים הייים הי	28 1 • • • • • • • • • • • • • • • • • •	1745794 8 4 4 4 4 4 4 4 4 4 4 4 4 4 4 4 4 4 4	2572-82120 452-82120 4711-82120 4711-82120 4711-82120 4711-82120 4711-82120 6	374950 374950	152303-7247 225720-5705 2382-87726 64897-771 64897-771 64897-771 64808-8898-8898-889 2557956-8088 64006-8088-8088-8088-8088-8088-8088-8088		5 4 vn 4 vn 4 4 vn 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1
GT R  GT R  GENERAL THE THE THE THE THE THE THE THE THE THE	22	70000000000000000000000000000000000000	270 200 200 200 200 200 200 200 200 200	3 5 5 5 5 5 5 5 5 5 5 5 5 5 5 5 5 5 5 5	103429, 9815 93402920 93-0250 93-0250 16055,3956 6070,4956 20177,0555 64837,5251 54932,2032 1214-0550 64967,5251 54932,2032 1214-0550 1215-0550 1215-0550 1215-0550 1215-0520 1215-05		76514444114441144114411441144114411441144
CTR CHICAGON TO THE CONTROL OF THE C	28	2 6 3 8 6 6 6 8 7 7 8 8 2 6 1 3 2 0 0 0 1 1 2 2 1 2 1 2 2 1	382 * 1071 \$23 - 1571 772 - 5000 357 - 3520 249 - 3625 749 - 8500 135 - 2510 749 - 0954 750 - 1500	3 1 2 1 5 9 9 9 1 5 7 6 7 1 1 5 9 1 5 7 6 7 1 1 5 9 1 5 1 5 1 5 1 5 1 5 1 5 1 5 1 5	110325-5650 2245-7687 1633-2-000 66025-3542 33402-7142 000 2366-3574 2064-3-2576 5222-6506	الله الله الله المسائلة الإسالية الله الله الله الله الله الله	972144 3444 4444 4444 144
CTR	381.	16602.4493	210.1576 152.5000	2 & 5. 8 351 2 2 2 3 7 5 1	£1701.6767 52150.9973	4	791



SPSS BATCH SYSTEM				11/30/8	9.3			
CRITERION VARIABLE MMAH								
VARIABLE	3000	VALUE LABEL	NUZ	MEAN	V30 GE2	VARIANCE		N
17.17.17.17.17.17.17.17.17.17.17.17.17.1	978912451236 111513336		501. C000 1972. T5500 2772. T5500 513.55000 5440. 2959 540. 75500 179. C5000 1711. 2998	112.200c 113.1309 15.5500 40.300 330.3000 44.5600 213.5633 4.7905 79.0000 177.1700	Ec. 7616 1 Ec. 8340 755 8340 755 8340 755 8340 755 8340 755 8347 755 857 755 857 755 857 755 857 755 857	7527.5750 3492.0933 2375.3535 2075.3535 2075.3535 2075.000 21820.3956 3015.4904 6223.3130		51 51 51 51 51 51 51 51 51 51 51 51 51 5
CTA CONTROL TO THE CO	28.33.00.13.00.00.00.00.00.00.00.00.00.00.00.00.00		14097 - 2491 \$349 - 2593 1584 - 2593 1413 - 5000 1413 - 5005 297 - 2995 174 - 2000 144 - 2000 144 - 2000	243.0505 238.3525 319.4253 180.45530 -150.55300 -150.55300 -150.55300 -170.55300 170.55300 170.55300	7.9 2.1 1.5 2.0 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.0 2.1 1.5 2.0 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.0 2.1 1.5 2.	25225-8005 72475-7070 50026-7070 65026-7070 140-4070 250225-0407 14125-0407 1		5 44 44 44 44 44 44 44 44 44 44 44 44 44
CTR OCCUPANTE TO THE TOTAL TO THE TOTAL TO THE TOTAL TO THE TOTAL TO THE TOTAL TO THE TOTAL TOTAL TOTAL TOTAL TOTAL TOTAL TO THE TOTAL TO	48. 91. 11. 11. 11. 11. 11. 11. 11. 11. 11		1 0 2 0 - 29 9 5 1 2 3 1 - 29 9 9 7 1 2 3 1 - 29 9 9 9 9 9 9 9 9 9 9 9 9 9 9 9 9 9	25-5-6-1-2-1-2-1-2-1-2-1-2-1-2-1-2-1-2-1-2-1	1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1	\$947.0-51.50 \$907.7-3-20 \$907.7-3-20 \$0.0 1710.0-7-23 10.0 14.2043.0797 14.30-30-90 14.2043.0797 14.30-30-90 14.30-30-30 14.30-30-30-30 14.30-30-30-30 14.30-30-30-30 14.30-30-30-30 14.30-30-30-30 14.30-30-30-30-30 14.30-30-30-30-30-30 14.30-30-30-30-30-30-30-30-30-30-30-30-30-3		721
CIST CHST CHST CHST	482. 3. 7. 8. 11.		24094.6481 741.2500 4150.5996 787.6499 2073.5497 2015.3000	388.623* 370.6250 190.7143 353.9249 207.3950 2015.0000	378-7749 514-9555 138-3754 375-3754	143470.3953 2:5174.0313 17765.0268 115427.9210	£	221 211 101



SPSS BATCH SYSTEM				11/30	63			
CRITERIEN VAFIABLE MAN	CODE	VALUE LABEL	SUF	MEAN	STD GEV	VARIANCE		N
DIST CIST CIST CIST TCTAL CASES = 662	12. 13. 14. 36.	241	85. 6998 12. 6997 57. 5996 79. 5999	378.5500 603.1749 700.1454 379.3599	3 C 5 1 2 2 4 2 C 5 1 8 3 3 3 4 2 5 1 8 7 4	\$3099.6818 \$2035-3602 1528#5-2917	6	101



SPSS BATCH SYSTEM	11/30/82	
FILE PASTEFI (CREATION DATE - 11/30/83)		
CRITERICH VAFIABLE MHAM PANCURS AVAILABLE FOR YER GROKEN DEN BY YE FISCAL YEAR OF INSPECTION OF THE CAST GUARD DISTRICT	OF SL8POPULATIONS	-
VARIABLE CODE VALLE LABEL	SUM MEAN STO CEV VARIANCE	N
FOR ENTIRE POPULATION	192588.0794 291.5228 329.9034 108836.2676 66	621
YR  DITTION TO THE TOTAL T	\$\frac{1}{2}\cdot \cdot	933 403 403 403 403 403 403 403 403 403 4
YR  0.11511  1.11511	73510.6455 279.50=0 3(5.272 5:151.4532 2:151.4532 2:151.4532 3:151.4532 2:151	0101 401 401 501 701 701 701 701 701 701 701 701 701 7
TRIDIST 83.	58491.2359 392.5586 370.4626 127242.5502 4 2044.599 127.7875 126.3307 18640.6295	491



SPSS BATCH SYSTEM				11/30/6	12		
CRITERION VARIABLE HHAN	t						
VARIABLE	CGDE	VALUE LABEL	SUR	MEAN	SIL CEV	VARIANCE	N
CIST CONSTT CONS	NAME TO SERVICE TO SER		2900007765000 290007765000 290007765000 290007765000 200007765000 200007765000 20000776500 2000077600 20000776500 20000000000000000000000000000000000	913.2333 333.3623 933.47005 160.8999 950.7700 933.1700 933.1707 159.6650	BINN AND FRANCE  OF COMPANY OF COMPANY  OF COMPANY	137507.3999 235277.718 9CC5277.725 207150.0225 127150.0225 1283946.74904 1283946.74933 105505.7997	2 2 2 2 2 2 2 2 2 3 3 2 3 3 3 3 3 3 3 3



SPSS BATCH SYSTEM			11/30/83		
FILE MASTEFL (CREATION )	DATE = 11/30/82)				
CRITERION VARIABLE MALT GRANEN CCHA AY GTA BY OIST	CESCRIPTION  MANHGURS LOST TO TRAVEL  GUARTER AND FISCAL YEAR  CCAST GUARD DISTRICT	OF SUBPOP	ULATIONS		
VARIABLE	CODE VALUE LABEL	SUM	MEAN	STD DEV	VARIANCE N
FCR ENTIRE PCPULATION		33754.5577	50.9888	81.8532	7031.3537 0021
CTR DIST DIST DIST DIST DIST DIST DIST DIST	161	1147.1999 23.450C 30.450C 240.4500 81.7500 19.6500 437.7500 340.4500	28. 68.00 45.00	\$ 566511 \$ 566511 \$ 666511 \$ 6	1177.098C 401 34.0312 21 1058.0010 21 20531.3000 21 20531.3000 21 2000 11 34.5313 21 215.8413 21 215.8413 21 215.8413 13
GTR DISTI	18 2 • • • • • • • • • • • • • • • • • •	2 61 6 7 9 8 9 8 9 8 9 8 9 8 9 8 9 8 9 9 9 9 9	42.6720 42.6200 42.6200 62.6200 62.6200 62.6200 73.737	4 C C C C C C C C C C C C C C C C C C C	1073.0938 001 726.5000 21 1270.2070 101 2437.3000 51 040.0931 61 040.0931 61 145.2445 101 145.2645 131 165.0605 131 165.03455 51
CTR CONTROL OF THE CO	183. 2. 3. 3. 6. 11. 13. 117.	5 115 20 49 6 15 20 49 6 15 20 49 75 75 75 75 75 75 75 75 75 75 75 75 75	43.9756 103.800000 54.800000 68.90000 68.90000 68.90000 69.90000 69.90000 69.90000 69.90000 69.90000 69.90000	44.99 44.99 47.520 47.520 43.3 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1	4103.2408 801 119.7703 91 225 c.27 +7 271 90 00132 101 90 00132 101 307.5152 21 170-5100 21 239 2.7454 51 49 0000



SPSS BATCH SYSTEM				11/30/8	3			
CRITERION VARIABLE MHLT								
VARIABLE	CCO E	VALUE LABEL	ŞüM	MEAN	V30 072	VARIANCE		N
CTR CIST CIST CIST CIST CIST CIST CIST CIST	1-1-1-1-1-1-1-1-1-1-1-1-1-1-1-1-1-1-1-		9 5 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0	35.0017 15.0275 37.0200 105.7330 177.03300 13.0200 13.0200 14.1200 14.1200 14.1200 14.1200 14.1500 15.1500 16.1500	73 4467 64	130 Z. 29 65 130 - 20 39 22 7 - 120 9 14 14 15 0 9 121 - 71 18 121 - 71 18 15 1 - 71 18 16 1 - 71 18 17 1 18 17 1 - 71		8 4 (4) 45 (4) (4) (4) (4) (4) (4) (4) (4) (4) (4)
TR 1000000000000000000000000000000000000	0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0	1	23 8 6 7 4 9 8 8 6 7 7 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0	43. \$109 38. \$1000 24. \$1000 25. \$1000 2	3. 173 50 1 3. 17	1117.7419 +5.0300 1046.5313 1051.9016 1090.8138 1090.813		7531
TR C157 C157 C157 C157 C157 C157 C157 C157	9 1 1 2 3 1 4 7 7 2 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1		4 23 2 29 8 213 2 5000 153 2 5000 155 2 5000 155 2 5000 155 2 5000 184 2 5000 184 2 5000 131 2 5000	70.8594 20.5070 57.6170 57.6170 49.7875 62.500 50.1300 15.7000 77.500 77.500	1 144 5 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1	1 867 6. 1 6 1 3 555.2 75 2 6 1128 1 12 50 155 - 21 4 5 6 4 1 15 2 7 2 0 2 5 5 2 5 9 21 5 0 6 5 2 2 1 0 2 6 5 2 5 2 5 9 21 5 0 6 6 6 6 6 6 6 6 6 6 6 6 6 6 6 6 6 6		977241 9724
-TR CIST	381.		2169.5498 146.6000	40.1209 16.2889	43.0126	1902.0550	1	791



SPSS BATCH SYSTEM				11/30/8	3			
CRITERICA VAFIABLE MHLT								
VAR IABLE	CODE	VALLE LABEL	SUM	MEAN	STD DEV	VARI ANCE		
CIST CIST CIST CIST CIST CIST CIST CIST	77-80		283. 75000 75000 75000 75000 760. 75000 770. 7500	76. 7500 18. 3889 57. 4000 90. 0000 90. 0000 90. 75.0 90. 0 97.1 90. 2 C 8 5 2 C 8 5 2 C 8 5 2 C 8 5 2 C 8 5 2 C 7 5 2 C 7 5 2 C 7 5 2 C 7 5 2 C 7 5 C 7 C 7 C 7 C 7 C 7 C 7 C 7 C 7 C	20+3.8+38 52 \$\frac{1}{2}\$ \$\f		59511293331112	
CTP C151T C152T C1	0 - 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 -	_	195. £997 •1. £000 •1. £000 •2. £500 •2. £500 •2. £600 •3. £500 •5. £500 •5. £500 •5. £500 •5. £500 •5. £500 •5. £500 •5. £500 •5. £500 •5. £500 •6. £500	37. 8621 15. 3730 4. 6550 38. 5537 15.0. 5439 12. 1500 25. 1500 25. 1500 25. 2500 25. 3500 21. 3500	25 40 9 9 9 9 9 9 9 9 9 9 9 9 9 9 9 9 9 9	1497.2253 21.1042 59 52 24 04 2350.1357 2627 5537 14 0.0 10 0.2282 350.3600 17 1607 99 0.0 0.0		5 8 4 3 4 4 4 4 4 4 4 4 4 4 4 4 4 4 4 4 4
CTR DISTRICT TO THE PROPERTY OF THE PROPERTY O	A. IMPROVED AND A COMPANY OF AND A COMPANY OF AND AND AND AND AND AND AND AND AND AND	1	848.4999 289.4500 597.45000 157.55000 157.55000 170.45000 170.45000 129.45000 129.45000 129.45000 129.45000 129.45000	33 . # 5140 51. # 5103 25. # 5103 25. # 5103 26. # 4400 26. # 4400	1 3 4 1 6 3 9	1799 \$, 9400 4355.7994 63406.1355 146537.7168 6.0 11:7353 290.4010 73.0117 10664256 1593.2565 157.5313		721
CTR DIST CIST CIST CIST	482. 1. 3. 7. 8.		210.4995 30.4500 531.5499 270.6500 527.7000	84.0435 15.2250 ***.3595 135.3250 52.7700 55.000	133.7 675 21.1 435 53.6 500 17.0 662	1789 \$- 0906 3- 0012 ++ 7-0+89 2502-0107 291-5245	6	021 421 101



SPSS BATCH SYSTEM				11/30/	6.2		
CRITERION VARIABLE MHLT							
VARIABLE	CODE	VALUE LABEL	SUM	MEAN	vag diz	VARIANCE	N
CIST CIST DIST OIST TCTAL CASES - 662	12. 13. 14. 30.	2.2	09.4500 23.4500 45.1997 10.4500	89.9450 53.5625 204.1051 116.8500	42.5 667 42.7 583 66.4 522	1898-3547 2033-3345 £1227-7224	101



FILE MASTER1 (CREATICN DATE = 11/30/83) CRITERION VARIABLE MILT PANNELS LOST TE S L B P O P U L A T I C A S FISCAL YEAR CTI ERROREN CCHN BY DIST CLAST GUARD CIST CODE VALUE LABEL SUM MEAN \$10 CEV VARIANCE 33754.5577 50.9838 £2.8532 7031.3537 VAR JABLE FOR ENTIRE PEPULATION 6623 6310.9736 4331.3972 4331.3972 4331.3934 5335.0574 5235.0574 1922.0503 272.0503 2230070501203305070 7.37779070573330507 7.3777907057333057331 20007053334050330 2000705334050331 200070534057540575405 A PARAMETER AND A STATE OF THE PARAMETER AND #32.5162 (
5398.20#7 (
20.8584 (
495.0210 (
3099.30400 (
895.9567 (
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11/30/83



SPSS BATCH SYSTEM CRITERION VARIABLE MHLT				11/30/8	33		
VARIABLE	CODE	VALLE LAREL	MUS	# EAN	VEG OF2	VARIANCE	N
CIST CASES - 562	Ontrody-Ann Fr		194.1940 0000 00000 000000 0000000 0000000 0000	\$4.7667 \$50.3243 \$3.2000 \$3.2000 70.8750 200.2559 \$109.7600 13%.0052 \$6.2380 16%.0750	15-14-15 4-14-15 7-10-5-13-2-13 5-5-5-10-13-2-13 1-1-13-13-13-13-13 1-1-13-13-13-13-13-13 1-1-13-13-13-13-13-13-13-13-13-13-13-13-	994.8636 1674.7936 1075.2716 00.00 818.1733 20374.9736 7237.9736 14177.5254 1477.5254	5 22 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2



SPSS BATCH SYSTEM 11/30/83 FILE MASTERI (CREATION DATE = 11/30/83) CRITERICH VARIABLE MHTGT TO E S C R I P T I D N C F S L 8 P O P U L A T I C N S

TOTAL MANHOURS PER CVERSEAS TRIP

BROKEN CLEN BY DIST COAST GUARD DISTRICT

COAST GUARD DISTRICT SUM MEAN STD DEV VARIANCE N Z26752.5912 342.5266 355.3372 12620-.5186 6028 CODE VALUE LABEL FOR ENTIRE POPULATION 126264.5186 6021 \$998.0953 401 2525529996 27 2525529996 27 252552996 27 252552996 27 252552996 27 25256 27 252 CTR DISSTITUTE COLUMN TO C GTR STITUTE COLUMN TO THE COLU 1 6883.4992 1 6883.4992 1 11573.4192 1 12573.4192 2 12573 2 12573 2 12573 2 12573 2 12573 2 12573 2 1257 214-744 215-7523 115-7325-7 215-222-8 215-222-8 215-222-8 215-222-8 215-222-8 215-222-8 215-222-8 215-222-8 215-222-8 215-222-8 215-222-8 215-222-8 215-222-8 465. 41-4 465. 41-4 179. 3050 1279. 3450 1279. 3450 1480. 4550 1480. 7550 1480. 7550 1480. 7550 1480. 7550 1480. 7550 356.7000
37233.1491
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2695.5500
2687.6000
1651.6000
1651.6000 CTR C153T C1 18312757891117347 801



SPSS BATCH SYSTEM			11/30/83							
CRITERION VAFIABLE MHT	0.1									
VARIABLE	CODE	VALUE LABEL	MUZ	MEAN	SID CEV	VARIANCE				
CTR CLOSET CONTROL CON	Amor-o		1 1 5 5 6 7 7 7 7 7 7 7 7 7 7 7 7 7 7 7 7 7	331.3017 121.30000 121.30000 121.30000 121.300000 121.300000 121.300000 121.300000 121.300000 121.300000 121.300000000000000000000000000000000000	40 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0	1 6046 1 8 9 9 9 4 3 6 3 0 5 7 6 8 0 7 7 1 1 7 1 2 5 0 0 1 1 1 2 5 0 0 0 1 1 2 5 0 0 0 1 1 2 5 0 0 0 1 1 2 5 0 0 0 1 1 2 5 0 0 0 1 1 2 5 0 0 0 1 1 2 5 0 0 0 1 1 2 5 0 0 0 1 1 2 5 0 0 0 1 1 2 5 0 0 0 0 1 1 2 5 0 0 0 0 1 1 2 5 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0		2 4 14 14 14 14 14 14 14 14 14 14 14 14 1		
GTR GUADALUTTT GUADALU	And shipting and a company of the shipting of		23 238 . 1987 398 . 7000 24 2 . 2000 24 2 . 2000 25 2 . 2000 27 2	20000000000000000000000000000000000000	1 1 2 3 4 2 1 2 3 3 3 3 3 3 3 3 3 3 3 3 3 3 3 3 3	10575-15363 10692-21707 523-2313 523-2592 7726-79380 7726-79380 7122-7703 51729-53208 1796-5-3208 1796-5-3208 7795-5-308 7795-5-308 7795-5-308 7795-5-308 7795-5-308 7795-5-308 7795-5-308 7795-5-308 7795-5-308		8,9-44-197-1995-15-1995-1		
CTR GIST GIST GIST GIST GIST GIST GIST GIST	3 - 4 - 3 - 5 - 5 - 5 - 5 - 5 - 5 - 5 - 5 - 5		31 275. 35900 1695 20000 12651 25998 1150 25998 1150 25998 1150 25998 12651 25998 12651 25998 12651 25998	*53.2067 113.6273 849.25300 353.3500 25	377.32 1 84 4.11.1.22 1 84 4.11.1.25.00 1 47.85 5.12.20 7 47.85 5.12.20 7 47.85	136015.1524 		673 5223 413 413 673 673 673 673 673 673		
CTR	381.		15771.5989	250 - 2785	301.6254	50983.9305	4	791		



11/30/83 SPSS BATCH SYSTEM CRITERION VARIABLE MHTGT CODE VALUE LABEL SUM VARIABLE MEAN 570 CEV VARIANCE 276356-1250 276356-1250 175907-10115 3417-10135 3203-7005 17436-5033 2275-2500 237-2500 1665-7498 120-000 604-5000 644-5000 644-5000 227-5-2500 227-5-2500 233-5-005 1490-000 188.9500 137.5278 213.9500 120.0000 432.2500 7210.5255 210.525 210.525 210.5255 210.5255 210.5255 210.5255 210.5255 210.5255 210.5255 210.5255 210.5255 210.5255 210.5255 210.5255 210.5255 210.5255 210.5255 210.5255 210.5255 210.5255 210.5255 210.525 210.525 210.5255 210.525 210.5255 210.5255 210.5255 210.5255 210.5255 210.525 MUNICAL STATE 51 51 51 21 21 10 11 1493. 2492 1623. 2492 7281. 25900 2492. 25900 2492. 25900 2492. 25900 2492. 25900 2492. 25900 2492. 25900 2853-00755000 2853-007550005 2153-50005 2153-50005 2153-50005 2153-50005 2153-50005 581 201 111 21 21 51 61 111 CTR CONTROL OF CONTROL 0.7200
12594 3.0071
12576 3.9402
2233 8.2334
26140 6.8672
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143315.5426
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2370.1512
12972.7792
25400.77022
3655.1250 27.8500 203.6167 255.7697 256.7579 256.7579 110.0000 110.000 48 162426.1605 2 cc961.2093 152330.1250 5039.1313 403.0213 514.0825 514.05405 359.14794 25105.3490 171.7000 5052.1497 1058.1000 2401.1500 1170.000 472.0609 385.8530 241.0738 529.4500 260.4650 2070.6000 462. 621 211 211 101



SPSS BATCH SYSTEM 11/30/83								
CRITERION VARIABLE MHTCT								
VARIABLE	3000	VALUE LABEL	SUM	MEAN	STD DEV	VARIANCE		N
CIST CIST CIST	12.	;	4595.3499 2636.5496 10012.7998 496.2500	459.5350 659.137+5 910.2500	316.6448 161.7251 403.1456	101554.4876 20154.9941 162526.3745	-	10)



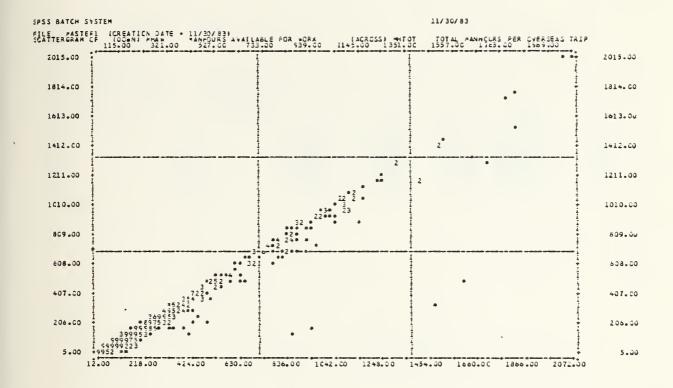
SPSS BATCH SYSTEM 11/30/83
FILE MASTERI (GREATICH DATE = 11/30/83)

CRITERION VARIABLE MHIGT BROKEN CCAN BY YR OIST	TCTAL MARADURS PER CYERSEA FISCAL YEAR OF INSPECTION CCAST GUARD DISTRICT	OF SLBPO	PULATICN		
VARIABLE FOR ENTIRE PCFULATION	CODE VALUE LABEL	SUM 226752.5912	MEAN 342.5250	STD CEV 355.3372	VARIANCE N
TR OLITICAL TO THE PROPERTY OF	8	7 C 72 3 . E + 7 0 2 7 3 7 . E + 7 0 2 7 3 7 . E + 7 0 2 7 3 7 . E + 7 0 2 7 5 0 . C 99 8 2 7 7 7 . E 99 8 2 7 7 7 . E 99 8 2 8 8 8 8 8 8 8 8 8 8 8 8 8 8 8 8 8 8 8	261-1-20-20-20-20-20-20-20-20-20-20-20-20-20-	0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0	114775.6832 2 491 11579.5714 201 11579.5714 201 12758.00.05 01 5 2029.4583 101 10732 - 20153 201 18043.73748 271 14308.73748 271 14308
# # # # # # # # # # # # # # # # # # #	Chartentin Control of the Chartentin Control	8 T 1 20 4 7 1 20 1 20 1 20 1 20 1 20 20 20 20 20 20 20 20 20 20 20 20 20	1. 1. 1. 1. 1. 1. 1. 1. 1. 1. 1. 1. 1. 1	3 2 1 0 6 7 2 1 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2	103084.12001 2041 1 11508.301 111 56224.0609 451 85635.3485 51 12574.7798 571 10759.1000 201 12245.0207 71 12472.300.0207 71 12472.300.0207 71 12480.0207 38
YR CIST	83.	68:06.548I 2409.4300	459.7889 150.5875	416.6669	168598.0063 1491



SPSE BATCH SYSTEM		11/30/ê2					
CRITERION VARIABLE	MHTGT						
VAR TABLE	CODE	JESKJ BUJAV	SUM	MEAN	STO DEV	VARIANCE	
CONTROL CASES -	2 3 5 5 6 6 2 2 5 6 6 2		04-05-0-05-0 09-05-7-9-0-05-0 09-05-7-9-0-0 09-05-7-9-0-0 09-05-7-9-0 0-05-7-9-0 0-05-7-0 0-05-7-0 0-05-7-0 0-05-7-0 0-05-7-0 0-05-7-0 0-05-7-0 0-05-7-0 0-	1020	9-17 - 4-4-7-00-9 2-14 - 4-4-7	1421-5-2500 1025-7513 240-7-5-5-5-5 140-7-5-5-5-5 140-7-5-5-5-5 140-7-5-5-5-5 140-7-5-5-5-5 140-7-5-5-5-5-5 140-7-5-5-5-5-5-5-5-5-5-5-5-5-5-5-5-5-5-5-	







SPSS BATCH SYSTEM			11/30/83					
FILE MASTERL (CREATICN D	DATE = 11/3	0/831						
CRITERION VARIABLE AMTE BROKEN COM BY OTR	ANCUN	E S C R 1 3 T BILLED ER #NO FISC	FSLBPO	O PULATICA	· S			
VARIABLE	CODE	VALUE LABEL	SUM	MEAN	SID DEV	VARIANCE		N
FOR ENTIRE POPULATION			908830.1331	739.4875	971.7388	944276.2478	4	12291
CTR CTR CTR CTR CTR CTR CTR CTR CTR CTR	1833.443.444 1633.6443.4444 1633.6443.44444 1633.64444444444444444444444444444444444		4 c 575 - 1251 70212 - 1040 1 4 7 55 - 1 24 c 9 1 1 50 - 1 24 c 9 1 1 50 - 1 24 c 9 1 1 50 - 1 24 c 1 0 c 50 c 1 24 c 1 0 c 50 c 1 24 c 1 0 1 51 c 2 c 3 c 2 1 0 1 51 c 2 c 3 c 2 1 1 1 2 0 7 . 5895	5 - 3 - 6 - 7 - 5 - 7 - 5 - 6 - 6 - 6 - 6 - 6 - 6 - 6 - 6 - 6	8 41-0-2-37 6 42-37 6	778875.4714 5000874.0348 8 1974.0347 10350274.0347 7 103502777 7 10320.7772 100174.8477 100174.8477 100174.8477 100174.8477		762777304594



SPSS BATCH SYSTEM			11/30/83	
FILE MASTERS (GREATICN DA	ATE - 11/20/83)			
CRITERION VARIABLE AM78 EROKEN CCAN BY YR	CESCRIPTION AMOUNT BILLEC FISCAL YEAR OF INSPECTION	CF SLBPOP	ULATIGNS	
VARIABLE	CODE VALUE LABEL	SUM	MEAN STO DEV	VARIANCE N
FOR ENTIRE POPULATION		938830.1331	739. 4875 971.7388	944276.247812291
YR YR YR	81 • 82 • 85 •	337396.5056 350500.6463 220873.5812	809.1043 1125.2658 694.1783 875.9013 719.4579 957.5567	1255004.3562 4171 756409.8985 5051 823059.1831 3071



SPSS BATCH SYSTEM		11/30/83	
FILE MASTEFL (CREATICA	DATE = 11/20/83)		
CRITERION VARIABLE 8080 8ROKEN CCWN 8V YR	DESCRIPTION ELLLING CATE BIGINNING DATE FISCAL YEAR OF INSPECTION	CF SUBPOPULATION:	
VARIABLE FOR ENTIRE POPULATION	CODE VALUE LABEL	SUM MEAN 243757.0000 198.3377	STU DEV VARIANCE N 107-0464 11458-929012291
YR YR YR	81. 82. 83.	84313.0000 202.189 10100-0000 200.1407 2680.0000 193.1629	101.04675 1033 6. 27 85 417 J 15. 3144 1423 5. 9204 505 J 51. 0147 839 5. 0270 507 J
70731 CASSS - 1336			



11/30/83 ... SPSS BATCH SYSTEM FILE MASTERI (CREATICN DATE = 11/30/83) CRITERIEN VARIABLE 80 BC EILLING CATE BIGINNING DATE
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VARIABLE COCE VALUE LABEL SUM MEAN STUDEV VARIANCE N SUM MEAN STD DEV VARIANCE N
243757.0000 198.3377 107.0464 11458.929012291

8714.0000 155.6429 50.017247 501
24277.0000 145.5550 50.1884 110.06.0797 115
24277.0000 145.5550 50.1884 110.06.0797 115
24727.0000 145.5550 145.1884 127.57011 1501
24727.0000 145.5550 145.1884 127.57011 1501
24727.0000 145.4000 145.7388 125.3888 125.3 FOR ENTIRE POPULATION 11458.9290 12291 11458.9290 12291
2501.7247 501
1100.6497 161
4975.0118 1501
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TOTAL CASES = 1229



SPSS BATCH SYSTEM	11/30/83
FILE MASTEFI (CREATION DATE = 11/30/83)	
CRITERION VARIABLE BOCD ELLING CATE COMPLETION DATE	
VARIABLE COCE VALUE LABEL	SUM MEAN STO CEV VARIANCE N
FOR ENTIRE PCPULATION	214258.0000 174.3352 101.1214 10428.7845 12291
YR 912. YR 823.	75£20.C000 181.8309 55.7367 9105.5214 4171 85210.C000 170.535 12.0022 13005.7269 5051 45.22.5000 100.3322 61.0416 7081.0708 5071
TCTAL CASES = 1229	



SPSS BATCH SYSTEM	11/30/82
FILE MASTERI (CREATION DATE + 11/20/83)	
CPITERICN VARIABLE BOCO EILLING CATE COMPLETION COAST GUARD JISTAICT	
VARIABLE CODE VALUE LABEL	SUM MEAN STO DEV VARIANCE N
FOR ENTIRE POPULATION	214258.0000 174.3252 102.1214 10428.7849 12291
CASES = 1225	7761 C000 138 5893 47.6723 227.27192 50 1821.5000 1221.5000 1221.5000 125000 125000 1251.5000 12



## APPENDIX D: DATA VALIDATION COMPUTER PROGRAM

FILE: VALPRCE WATFIV APPENDIX D

```
* LT ASHLEY LT THOMPSON *
THESIS PROJECT *
DATA VALIDATION PROGRAM *
23 SEPT. 1963
                    **** FURPOSE ****
THE PURPOSE OF THIS PROGRAM IS TO AID IN VALIDATION OF THE DATA CONTAINED IN THE CYERSEAS MARINE INSPECTION BILLING DATA FILE.
THIS PROGRAM USES THE VARIABLE DEFINITIONS USED IN THAT FILE.
EACH LINE OF DATA IS READ IN, CHECKED SEPARATELY AND PRINTED IF AN ERROR IS FOUND WITHIN THE LINE.
                    **** VARIABLE DECLARATIONS ****
INTEGER DIST, YR, GTR, MCNTH, FANK, DUMA, BD8C, BCCD, CUMB
REAL ANTB, MHAW, MHLI, MHTCI, MHTEST, TESTA, TESTB, TESTC, TESTD
REAL TESTE, TESTF, TESTG, TESTH, TEST I, TESTJ, TESTK, TESTN, TESTN
ç
                WRITE (6,500)
PRINT, 'THE FOLLOWING DATA LINES ARE IN ERROR:'
PRINT, ''
READ IN THE INPUT DATA PER LINE
READ (5,1000) DIST, YR, GTR, MONTH, RANK, AMTB, DUMA, BD BD, BDCD, MFAW,
1MHLT, MFTGT, DUMB
Ç
C
                   IF (CIST.EC.99) GC TO 200
THE FGLLCKING IFS VERIFY THAT MHAW AND MHLT SUM IG MHTOT.
THE TEST VARIABLES ARE USED TO CORRECT FOR ROUNDING ERROR WITHIN
THE COMPUTER.
MHTEST = MHAW + MHLT
TESTA = MHTEST + .001
TESTB = MHTEST + .0001
TESTC = MHTEST + .0002
TESTC = MHTEST + .00002
TESTE = MHTEST + .00001
TESTE = MHTEST + .00001
TESTE = MHTEST + .000001
TESTE = MHTEST - .001
TESTE = MHTEST - .001
TESTL = MHTEST - .00001
TESTL = MHTEST - .00001
TESTL = MHTEST - .00001
TESTL = MHTEST - .000001
TESTL = MHTEST - .000001
TESTL = MHTEST - .000001
000
                            0,00000
                     THE FOLLOWING IFS VERIFY THAT THE CUMMY VARIABLES ARE ASSIGNED PROPER VALUES.
                     IF ((DUMA.NE.O).AND.(DUMA.NE.1)) GC TC 100
```



```
((CLMB.NE.O).AND.(DLMB.NE.2)) GC TC 10C
((AMTB.EQ.O).AND.(CUMA.NE.O)) GC TC 100
((DLMA.EQ.O).AND.(AMTB.NE.O)) GC TC 100
((MHTOT.EQ.O).AND.(DUME.NE.O)) GC TC 10
((DLMB.EQ.O).AND.(MHTCT.NE.O)) GC TO 10
THE FCLLCWING IFS VERIFY THAT THE VARIABLE "RANK" IS WITHIN THE PROPER RANGE OF VALUES.
             (RANK.ET.24) GC TO 100

(RANK.ET.0) GO TC 100

((RANK.EQ.7).OR.(RANK.EC.8)) GO TO 100

((RANK.EQ.9).OR.(RANK.EC.10)) GC TO 100

((RANK.EQ.14).CR.(RANK.EC.15)) GO TC 100

(RANK.EC.16) GC TO 100

((RANK.EC.20).CR.(RANK.EC.21)) GO TC 100
IHHHHHH
THE FCLLOWING IFS VERIFY THAT THE VARIABLE "DIST" IS WITHIN THE PROPER RANGE OF VALUES.
               (CIST.LT.0) GO TO 100
(DIST.GT.37) GC TO 100
((CIST.EQ.4).OR.(DIST.EC.6)) GO TO 100
((CIST.EQ.10).CR.(DIST.EC.15)) GO TO 100
(DIST.EQ.16) GC TO 100
((CIST.GE.18).AND.(CIST.LE.29)) GO TO 100
THE FOLLOWING IF VERIFIES THAT 'BDCD' IS LESS THAN OR EQUALS BEBD.
IF (BCCC.eT.BDBD) GG TC 10C
                    FCULCHING IFS VERIFY THE CONSISTENCY OF THE VARIABLES "MONTH"
"CIR" WITH EACH OTHER AND THEIR PROPER RANGE OF VALUES.
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